ANALYSIS OF POTENTIAL MERGER OF THE MIAMI-DADE POLICE DEPARTMENT AND THE DEPARTMENT OF CORRECTIONS & REHABILITATION

MIAMI-DADE COUNTY
OFFICE OF STRATEGIC BUSINESS MANAGEMENT
PERFORMANCE IMPROVEMENT DIVISION

JUNE 30, 2004

TABLE OF CONTENTS

    A. Summary of Input from Subject Matter Experts

    B. List of Contacts in Public Safety Organizations

    C. MDPD and MDCR Departmental Mission Statements

    D. Comparison of Strategic Priorities of Public Safety-Related County Departments

    E. MDPD and MDCR Funding Sources

    F. MDPD and MDCR Historical Budget and Personnel Levels

    G. Largest Local Police Departments

    H. Largest Local Jail Jurisdictions

    I. Location of Corrections Functions in Florida Counties

    J. Tables of Organization for Public Safety Entities in Selected Jurisdictions

    K. Summary of Selected Facts from Peer Jurisdictions

    L. Examples of Different Types of Public Safety Reorganizations

    M. Trends in Public Safety Reorganizations

    N. Elements of Successful Public Safety Reorganizations

    O. Fifteen Largest Sheriff's Offices, June 2003

    P. Comparison of Select MDPD and MDCR Classifications as of June 30, 2004

    Q. Selected References

EXECUTIVE SUMMARY

At the request of the County Manager's Office, the Office of Strategic Business Management, Performance Improvement Division (OSBM/PI) examined the potential merger of the Miami-Dade Police Department (MDPD) and the Corrections and Rehabilitation Department (MDCR), as well as a more limited potential merger of the administrative functions of these departments. OSBM/PI approached this examination from three vantage points: operational effectiveness, human resources, and financial impact. Based on our analysis, OSBM/PI recommends that *MDPD and MDCR be sustained as separate departments, each retaining fully independent administrative functions*.

Organizational Effectiveness

Despite a long history in the United States of law enforcement and corrections personnel reporting to a single public safety officer, trends in recent decades have greatly increased specialization of these two functions and contributed to the development of distinct organizational cultures. The Corrections profession has become increasingly complex, with an accordingly distinctive approach to officer training. While OSBM/PI determined that mergers among police departments (city-county police department consolidations, for instance) are relatively common, we found no evidence of any recent police-corrections mergers such as that under consideration in Miami-Dade County. Of the seven subject matter experts consulted as part of this review, six recommended against a police-corrections merger for our particular operating environment.

While at first there appear to be two basic organizational models for police and corrections operations (combined vs. separate), there are in fact myriad models with greatly varying degrees of integration. Out of this array of models, however, OSBM/PI noted that most combined public safety departments feature highly integrated administrative services and only minimally overlapping command staffs.

As the tenth and sixth largest police and corrections departments in the nation,[1] MDPD and MDCR are unlikely to benefit from a merger of administrative support functions. Combined, the departments have in excess of 7,000 employees and operating budgets totaling nearly $700 million. These figures reflect a department that would measure twice the size of the city government of Miami. OSBM/PI's research found that police and corrections departments of our scale benefit substantially from dedicated and specialized administrative support functions for planning, budgeting, personnel management, training and staff development, and fiscal management and purchasing. Merging these functions would likely blur the lines of reporting and accountability.

---

[1] Rankings vary slightly based on the indicator used and the data source.

Human Resources

Jurisdictions surveyed reported that thirty years ago, it was much more common for an officer to work in both law enforcement and corrections during the course of his career than it is today. As corrections evolved into a distinct discipline, many "combined" organizations have moved toward greater specialization of personnel. While administrative functions may remain substantially integrated, separate training academies and separate career paths are increasingly common. This is especially true among the larger public safety departments studied.

Our research indicates that a number of the key elements of successful public safety mergers identified by OSBM/PI are absent in Miami-Dade County. Chief among these is the lack of buy-in from key stakeholders. Department leaders in neither MDPD nor MDCR are in favor of a merger. Concurrently, there is no apparent enticement or incentive for employees of either department to support such a merger. The Police Benevolent Association is strongly opposed to any merger, while two other potentially impacted unions are somewhat neutral to the idea.

Financial Impact

The potential savings from a consolidation of MDPD and MDCR likely would be modest in comparison to the overall budgets of these departments, and any benefit would likely take several years to fully realize. As stated above, most combined public safety departments feature highly integrated administrative services and only minimally overlapping command staffs. Savings associated with consolidation of MDPD and MDCR support functions would be limited by a number of factors including the great degree to which administrative support services are already centralized at the County level, and the lack of an appropriate space for the co-location of internal MDPD and MDCR administrative support services. A previous report to the Public Safety Committee in June 2003 identified potential savings stemming from merged command staffs. It should be noted that much of the assumed savings identified in that report were realized through streamlining within each department, and were incorporated into the current year police and corrections operating budgets.

SCOPE

At the request of the County Manager's Office (CMO), the Office of Strategic Business Management, Performance Improvement Division (OSBM/PI) examined a number of issues associated with the potential merger of the Miami-Dade Police Department (MDPD) and the Department of Corrections and Rehabilitation (MDCR), along with issues relating to a more limited merger approach involving administrative functions only. OSBM/PI formed its conclusions by examining potential benefits and drawbacks associated with these two proposals.

As part of this project, the CMO requested that OSBM/PI conduct a thorough review of these two departments within Miami-Dade County to include the following: a review of the goals and objectives of each organization, an assessment of the organizational and cultural makeup of both departments and how these might affect a possible merger; an assessment of the operational issues related to a consolidation of the administrative functions of the departments; and the potential financial impact of a merger. In addition to conducting interviews with all parties likely to be involved in a merger process, the CMO requested that OSBM/PI research the structure and operations of police and corrections functions in peer jurisdictions and to discuss the issues of merger and reorganization with experts in the field of public safety.

The remainder of this report discusses the project background and method of research, provides a brief history of MDPD and MDCR along with department profiles, provides comparative information on the public safety organization in other jurisdictions, and presents OSBM/PI's findings with regard to the benefits and drawbacks of the proposed merger. Based on our discussions with subject matter experts, these findings are presented primarily from the perspective of *organizational effectiveness* and *human resources*, and secondarily from a *financial impact* perspective.

BACKGROUND

As a result of a request issued by the Board of County Commissioners on May 29, 2003, the former County Manager presented a report entitled "Manager's Report Regarding the Potential Reunification of Miami-Dade Police and Corrections" to the Public Safety Committee at its June 2003 meeting. The report, prepared with limited budgetary analysis and piecemeal input from the affected departments, provided an estimate of potential savings that might result from a merger of MDPD and MDCR.

In August of last year, the Assistant County Manager over public safety departments convened a meeting as part of a series of "Summer Studies," bringing together all stakeholders for the first time to discuss the possibility of a merger in an open forum. Participating departments included MDPD, MDCR, the Juvenile Assessment Center (JAC), the Office of Management and Budget (OMB)[2], the Office of Performance Improvement (OPI), the Office of Legislative Affairs (OLA) and the County Manager's Office. The consensus of the group was that the June 23 report did

---

[2] At the start of fiscal year 2003-04, the Office of Management and Budget and the Office of Performance Improvement were consolidated into the Office of Strategic Business Management.

not take into account a variety of policy issues, the literal decentralization of the departments throughout Miami-Dade County, and the efficiencies that could be realized within MDPD and MDCR without merging.

A subsequent meeting with representatives from MDPD, MDCR and OMB took place on August 26th. The results of this meeting are summarized in a September 11, 2003 memo from the Assistant County Manager over public safety to the County Manager ("Summer Study – Organizational Review MDPD & MDCR Report #2"). This same memo recommended that OPI undertake a more thorough analysis, as described in the *Scope* section of this report, of the issues surrounding the proposed merger.

METHODOLOGY

OSBM/PI gathered data for this analysis through a review of published materials, and numerous interviews with personnel from various departments within Miami-Dade County, key public safety personnel from peer jurisdictions throughout the United States, and experts in the area of public safety organizations.

Initially, OSBM/PI reviewed information available from local, state and federal public safety agencies such as the Florida Department of Law Enforcement and the National Institutes of Justice as well as professional associations. This provided context and background for this report and helped OSBM/PI identify experts in the field of public safety, as well as public safety organizations of interest in other jurisdictions. Attachment A contains a summary of the input received from these subject matter experts.

OSBM/PI applied the following criteria in selecting outside organizations for comparative review:
- Jurisdiction is considered generally comparable to Miami-Dade County
- Jurisdiction has undergone a reorganization in its public safety functions
- Jurisdiction is often cited as a model with regard to innovative governance

OSBM/PI conducted in-depth telephone interviews with one or more individuals in twelve public safety organizations, four from Florida and eight others from California, Arizona, North Carolina, Nevada and New York. Attachment B contains a list of the individuals interviewed within each of the above organizations.

OSBM/PI also interviewed personnel from the following Miami-Dade County departments/organizations: MDPD, MDCR, the three unions representing police and corrections personnel, CMO, JAC, Employee Relations Department (ERD), Department of Procurement Management (DPM), and OSBM budget staff. Additionally, we contacted the Office of the Public Defender, the State Attorney's Office and the Office of the Administrator of the Courts. OSBM/PI received input from the Office of the Public Defender; the latter two organizations preferred not to offer comment on the potential merger of MDPD and MDCR. Attachment B contains a listing of the local individuals that provided input.

MDPD AND MDCR HISTORY, PROFILES & COMPARATIVE MODELS

To better evaluate the merits of a potential merger, OSBM/PI looked at the history of the police and corrections functions in the County, compiled a high-level comparative overview of the two departments, and examined organizational models used nationally. The information presented in this section is based on interviews with County staff, departmental business plans and quarterly reports, and other County documents.

History

Dade County was established in 1836 and originally consisted of the area comprised by the present-day counties of Miami-Dade, Broward, Palm Beach and Martin. In the early years, the entire area was policed by as few as three deputies on horseback, and Dade's sheriffs were appointed by the Governor. In 1899, the office of the sheriff became an elected position. By 1950, the jurisdiction area had been reduced to its present size of approximately 2,139 square miles.

In 1957, the metropolitan form of government was established, and the Dade County Sheriff's Office was subsequently renamed the Public Safety Department. The Public Safety Department's organizational structure, as determined by the Metropolitan Charter, included responsibility for police and fire protection, the jail and stockade, civil defense, animal control, and motor vehicle inspection. In 1960, the Public Safety Department also assumed responsibility for police operations at the Port of Miami and Miami International Airport.

By 1966, the Public Safety Department had approximately 850 sworn officers in its ranks. That year a long-standing controversy over the selection/election procedure for choosing a county sheriff was resolved by voter mandate. Subsequently, non-elected sheriffs were appointed by the County Manager as "Director of the Public Safety Department and Sheriff of Metropolitan Dade County."

In 1973, the responsibility for running the County's jails was transferred to the newly created Department of Corrections and Rehabilitation. By that year, the Public Safety Department had also been divested of all other non-police responsibilities in order to concentrate entirely on law enforcement services. In July 1981, the Public Safety Department was renamed the Metro-Dade Police Department. In September 1997, voters decided to change our jurisdiction's name to Miami-Dade County. In December of the same year, the Metro-Dade Police Department was renamed the Miami-Dade Police Department.[3]

The 1973 reorganization was intended to allow the County police and corrections functions to expand and professionalize separately in accordance with their individual missions. Although much of the institutional memory regarding the culture of the Public Safety Department has been lost, anecdotes from a few individuals who recall that time cite a variety of issues that likely contributed to the decision to separate the law enforcement and corrections functions. One significant concern was a serious lack of resources allocated to corrections (unsafe equipment as

---

[3] Source: MDPD website.

well as used uniforms, weapons and vehicles). Other concerns involved personnel issues such as the high proportion of rookie and problematic officers staffing the jails. Upward mobility for career corrections officers was limited, since many of the corrections management spots were filled by patrol officers with little or no corrections background. In short, corrections personnel believed that corrections issues and concerns were treated as secondary within the Department of Public Safety.

Profiles

Following is a high-level overview of MDPD and MDCR providing basic information about scope of operations, budget and personnel, recruitment and training, accreditation, union representation and size relative to other public safety organizations.

Scope of Operations

MDPD provides three general and interrelated categories of services to the citizens of Miami-Dade County. MDPD provides basic law enforcement (patrol and general investigations) services to the 1.23 million residents living in the unincorporated areas of the County (UMSA), as well as to recently incorporated areas contracting with MDPD. MDPD provides specialized support services (including a variety of specialized investigative services) to UMSA and municipalities. Finally, MDPD is responsible for the provision of sheriff services (execution of writs, court security, crime lab analysis, emergency communications and warrant service) to all 2.34 million County residents.

MDPD is currently comprised of approximately 40 organizational elements with varying areas of responsibility. The patrol area is divided into nine districts throughout the County (Airport, Carol City, Cutler Ridge, Doral, Hammocks, Intracoastal, Kendall, Northwest, and Northside), each with multiple bureau and satellite locations. In the current year, MDPD is providing contractual services for the Town of Miami Lakes, Village of Palmetto Bay, City of Miami Gardens, and the City of Doral. In addition to its police stations and substations, MDPD has a fleet of 3,349 vehicles including light (3,266), heavy (74), and off-road/construction (9) vehicles.

MDCR is organized into three primary functional areas: Jail Operations, Administration and Finance, and Planning and Program Services. MDCR is charged with providing secure detention for persons arrested (pretrial) and convicted (sentenced); booking and release services; support to the courts; non-secure supervision; programs to reduce inmate recidivism; and community services such as public information/education, tours and fingerprinting of children. MDCR operates seven detention facilities located throughout the County housing over 6,500 inmates awaiting trial, serving sentences of 364 days or less, or being held for such agencies as the State Department of Corrections and the Bureau of Immigration and Customs Enforcement. In addition, MDCR has an average of 1,900 persons on Pretrial Release and another 200 on some form of supervised community control.

MDCR's detention facilities are:
- *Turner Guilford Knight Correctional Center* – maximum, medium and minimum custody level male and female inmates, authorized bed capacity of 1,302.

- *Training & Treatment Center* - maximum, medium and minimum custody level male inmates, authorized bed capacity of 1,257.
- *Metro West Detention Center* - maximum, medium and minimum custody level inmates, authorized bed capacity of 2,850.
- *Pre-Trial Detention Center* - maximum, medium and minimum custody level inmates and close custody psychiatric inmates, authorized bed capacity of 1,336.
- *Women's Detention Center* - maximum, medium and minimum custody level female inmates, authorized bed capacity of 203.
- *North Dade Community Corrections Center* – houses minimum security sentences work release, day reporting and weekender clients and provides electronic day reporting supervision.
- *Boot Camp Program* – paramilitary residential detention facility for juveniles and younger adults, rated bed capacity of 116.

Attachment C shows, side-by-side, the departmental mission statements of MDPD and MDCR. Attachment D contains a table that compares the Strategic Themes, Department-related Strategic Plan Goals and department-related Strategic Plan Priority Outcomes identified by MDPD and MDCR as well as three other departments (Juvenile Assessment Center, Fire and Rescue, and the Medical Examiner) performing functions common to the Sheriff's Offices in some of the jurisdictions surveyed for this report.

Budget and Personnel

For fiscal year 2003-04, MDPD has a budget of $456.2 million with 4,552 authorized positions. MDCR's operating budget is $209.9 million with 2,644 personnel budgeted. Exhibit 1 contains selected comparative budget and headcount information, including a break-out of sworn vs. non-sworn personnel for each department. Based on budgeted positions, MDPD and MDCR are currently the first- and third-largest County departments. Approximately 69 percent of total MDPD personnel and 76 percent of MDCR personnel are sworn. Attrition rates at March 31, 2004 were 5.8 and 4.4 percent for MDPD and MDCR, respectively.

MDPD's funding comes from the Unincorporated Municipal Service Area General Fund (71 percent), the Countywide General Fund (22 percent), and other sources (7 percent). MDCR's budget comes primarily from the Countywide General Fund (93 percent) with a small amount from other sources (7 percent). Attachment E contains a summary of the funding sources of the two departments by major program area. Attachment F illustrates the trend in budget and personnel growth for both departments over the last 10 years.

Exhibit 1. Summary Budget and Personnel Data

MDPD	MDCR
Operating Budgets (FY03-04)*	
$ 456.2 million	$ 209.9 million
Budgeted Personnel*	
3,049 Sworn 1,936 Civilian 4,552 Total	1,985 Sworn 659 Civilian 2,644 Total
Attrition at end of Q2 FY03-04	
100 Sworn (3.3%) 167 Civilian (10.9%) 267 Total (5.8%)	58 Sworn (2.9%) 59 Civilian (8.9%) 117 Total (4.4%)

* Source: FY 03-04 Proposed Budget and Multi-Year Capital Plan

Recruitment and Training

Though the basic steps in the recruiting process for MDPD and MDCR sworn officers are similar, the standards applied to determine eligibility are different. All applicants must be U.S. citizens, possess a high school diploma or GED certificate, and a valid driver's license. All must be at least 19 years of age by the time of employment. MDPD applicants must also meet additional visual acuity and weight requirements. All applicants must submit to a background investigation, fingerprint check, polygraph exam and psychological evaluation, though the standards for passing these are higher in MDPD than in MDCR.

Basic Training for incoming law enforcement officers takes place in-house at MDPD's Metropolitan Police Institute and consists of approximately 1,528 classroom hours, while training for new MDCR officers is conducted by Miami-Dade College School of Justice and is approximately 530 hours long. Exhibit 2 contains additional detail on the components of Basic Training for MDPD and MDCR officers, illustrating the differences in focus of the two academies and listing the range of salaries for MDPD and MDCR officers.

Exhibit 2. Comparison of Basic Training and Salaries for MDPD and MDCR Officers

MDPD	MDCR
Training Provider	
MDPD Metropolitan Police Institute	Miami-Dade College School of Justice
Training Content	
1,528 classroom academy hours to include: · 150 hours investigative/patrol procedures · 48 hours emergency vehicle training · 48 hours of first responder techniques · 80 hours of firearms · 57 hours of traffic stop procedures · 40 hours of traffic crash investigations · 70-75 hours of law, diversity, personal development · 54 hours of court procedures Additional 1-year Field Training program after completing the academy and receiving state certification: · 1 week of district orientation · 48 weeks of on-the-job training, monitoring, and evaluation at various phases.	530 classroom hours to include: · 64 hours correctional operations · 112 hours correctional operations · 48 hours of first responder techniques · 106 hours of defensive tactics · 64 hours of firearms · 26 hours of emergency preparedness training · 68 hours of law/legal background · 42 hours of communications training Additional 160 hours of training on departmental policies at MDCR Training Bureau after completing recruit program.
Range of Officer Starting Salaries	
Min. $32,514 - Max. $56,584	Min. $29,241 - Max. $47,239

Accreditation

MDPD has been accredited by the Commission for Law Enforcement Agencies (CALEA) since 1993 and is seeking re-accreditation in the current year. MDPD also has an application pending to receive an additional state-level accreditation from the Commission of Florida Law Enforcement Accreditation. The Women's Detention Center and the MDCR Central Office are accredited by the American Correctional Association (ACA). MDCR's Boot Camp currently has an application under review with the same body.

Union Representation

MDPD and MDCR personnel are covered under bargaining agreements with one of three unions:
- *Dade County Police Benevolent Association (PBA)* – Represents rank and file and law enforcement supervisors;
- *Association of Federal State, County and Municipal Employees (AFSCME) Local 199* – General employees unit; and
- *Government Supervisor's Association of Florida/Office and Professional Employees International Union Local 100* – represents both supervisory and professional employees.

Exhibit 3 contains additional information on the number of County employees that fall within the bargaining units of the unions listed above.

Exhibit 3. Labor Union Representation of MDPD and MDCR Personnel

	Number of County Personnel Represented												
	MDPD				MDCR				MDAD				
Bargaining Unit	Total	FT	PT	LOA	Total	FT	PT	LOA	Total	FT	PT	LOA	TOTALS
POLICE BENEVOLENT ASSOCIATION	3,040	3,018	14	8	1,872	1,861	11	0	129	129	0	0	5,041
AFSCME - GENERAL EMPLOYEES UNIT	1,189	698	486	5	238	229	8	1	12	12	0	0	1,439
GOVT. SUPERV. ASSOC.	146	141	5	0	133	129	0	4	N/A	N/A	N/A	N/A	279
NON BARGAINING	194	150	21	23	134	133	1	0	2	2	0	0	330
GSAF - PROFESSIONAL EMPLOYEES	53	51	2	0	100	99	0	1	1	1	0	0	154
POLICE LIEUTENANTS	204	204	0	0	46	46	0	0	7	7	0	0	257
TOTALS	4,826	4,262	528	36	2,523	2,497	20	6	151	151	0	0	7,500

FT (Full-Time)

PT (Part-Time) *Note: This categoty also includes temporary employees.*

MDAD = Miami-Dade Aviation Department, Police Division

LOA (Leave of Absence)

Representatives from all three unions noted that the nature of their relationship with MDPD is different than that with MDCR and that each department appears to have a distinct management style and organizational culture. Each union cited different areas of focus and challenges in its interactions with MDPD and MDCR.

Size Relative to Other Public Safety Organizations

According to the latest available *Census of State and Local Law Enforcement Agencies* (June 2000)[4], MDPD was ranked the tenth largest in the nation based on the number of full-time sworn personnel. At present, MDPD believes it is the eighth largest. Attachment G lists the 15 largest local police departments in the nation, as well as Florida agencies and agencies from jurisdictions mentioned in this report that made the top 50. In addition to MDPD, three more Florida agencies are in the top 50: Jacksonville-Duval County Police, City of Miami Police, and City of Tampa Police.

Miami-Dade's corrections system, classified as a *mega-jail* system, is the largest in the state of Florida and among the largest in the United States. In fact, as of June 2003, Miami-Dade's jail system was sixth in the nation based on average number of daily inmates.[5] Florida counties and jurisdictions mentioned in this report that made the top 50 are also included. A total of eight Florida counties are in the top 50. Attachment H lists the 20 largest local jail jurisdictions.

It is worth noting that while Miami-Dade County is the only Florida jurisdiction that does not have a Sheriff's Office, it is one of ten in which the corrections function is not handled by the same organization that performs police functions. Besides Miami-Dade County, six other jurisdictions operate corrections as a county department. Three additional counties contract out the function. Therefore, approximately 85 percent of Florida counties have Sheriff's Offices that perform both law enforcement and corrections functions, but the degree of integration of the two varies widely. According to the Bureau of Justice Statistics' latest *Census of State and Local Law Enforcement Agencies*, nationally approximately four out of five Sheriff's Offices have

---

[4] The *Census* is conducted every four years. The latest available data is for 2000. 2004 *Census* data are not yet available.

[5] Source: *Prison and Jail Inmates at Midyear, 2003.*

corrections functions reporting to them. Attachment I contains a listing of Florida counties and indicates the organization in each that is responsible for the corrections function.

Comparative Models

Of the various organizational models studied by OSBM/PI, no single model emerged as clearly superior to the others or optimal for all environments. Most counties have adapted and evolved within their original structures rather than pursuing large-scale reorganization. All of the peer jurisdiction public safety personnel interviewed indicated satisfaction with their county's particular model but acknowledged that these models were not necessarily directly transferable.

Organizational models for public safety can be grouped into two broad categories, with the first category consisting of jurisdictions where law enforcement and corrections functions are performed by separate entities, as is the case in Miami-Dade County. The second category consists of jurisdictions in which a single organization performs both functions, such as the Broward Sheriff's Office, where the Sheriff is responsible for both police and corrections.

The second category consisting of merged public safety functions actually has a wide array of models representing various degrees of integration of police and corrections functions. At one end of the spectrum are organizations that have limited consolidations of administrative support services, but retain separate career paths for law enforcement and corrections operational personnel. These personnel meet requirements specific to their departments, attend different training courses, and receive separate certifications. At the other end are highly integrated models that, in addition to sharing a common administrative support function, have Deputy Sheriffs that are trained and certified both as law enforcement and corrections officers and who serve in both capacities during their careers.

The last 30 years have seen an evolution toward establishing law enforcement and corrections functions as separate disciplines with distinct career paths, even within many organizations that are historically "combined." Of the seven jurisdictions surveyed that had both police and corrections functions reporting to the same individual, five had distinct career paths for police and corrections similar to Miami-Dade County and Broward. Jurisdictions that do not use this model can have complex and varying arrangements whereby officers spend the early years of their careers divided between corrections and police, and even continue to transfer between functions as they move up through the ranks, as is the case in Los Angeles and Orange County, California. Attachment J contains high-level Tables of Organization for several of the public safety entities referenced in this report. Attachment K summarizes some of the differences across several of the jurisdictions surveyed for this report.

OSBM/PI did not identify any corrections-to-police mergers; however, we identified multiple instances in which one police organization merged with another police organization, and one instance in which police and fire functions were brought together. In addition, OSBM/PI identified jurisdictions, such as Orange County, Florida, where the police and corrections functions had been split. These public safety mergers did not involve corrections departments, but were none-the-less instructive. Exhibit 4 provides a listing of the public safety reorganizations studied by OSBM/PI. Attachment L provides brief examples of these different

types of reorganizations. OSBM/PI noted certain trends in the field of public safety reorganizations as well as elements of successful reorganizations. Attachments M and N summarize additional observations in these areas.

Exhibit 4. Public Safety Reorganizations in Peer Jurisdictions

Jurisdiction	Nature of Public Safety Reorganization
Broward County Sheriff's Office	*Historically combined police and corrections functions, added Fire in 2003.*
Charlotte/Mecklenburg Police Department	*Merger of the City of Charlotte Police and Mecklenburg County police functions occurred in 1993.*
Las Vegas Metropolitan Police Department (Clark County)	*Clark County Sheriff's Department and Las Vegas Police merged in 1973 into the Las Vegas Metropolitan Police Department.*
Los Angeles Sheriff's Department	*Historically combined police and corrections functions. 1994 merger with Marshal's Dept.*
New York City Police Department	*Recently merged Transit and Housing Police into New York City Police Department. Corrections handled by a different organization.*
Orange County (CA) Sheriff's Department	*Historically combined Sheriff-Coroner Department that performs both patrol and corrections functions. (Sheriff performed Coroner functions from the County's founding until 1965, then separated until functions were remerged in 1970.)*
Orange County (FL) Corrections Department	*Corrections functions moved out from the Sheriff's Department in 1987. Corrections is currently a County Department.*
Orange County (FL) Sheriff's Office	*Corrections functions moved to a county department in 1987.*
San Diego County Sheriff's Department	*Marshal merged with Sheriff's office in 2000 and became the Court Services Bureau. Police and Corrections were historically combined.*

FINDINGS AND ANALYSIS

Subject matter experts stressed the importance of basing a decision to reorganize on three critical factors, presented in this section in priority order: *organizational effectiveness, human resources,* and *financial impact*. Among jurisdictions studied, a wide range of factors influenced decisions to reorganize, but organizational effectiveness was primary among these. Human resources and financial considerations played greater or lesser roles in each of the cases studied, but public safety personnel representing peer jurisdictions asserted that absent good operational sense, reorganizations would not have moved forward based on cost-savings alone. Ideally, a police-corrections merger would result in clear gains in each of these three areas. In the case of MDPD and MDCR, however, it appears that gains would be minimal, if not absent altogether, on each front.

This appears not to be an isolated situation. Few, if any, mergers of police and corrections functions have taken place in recent years, and trends seem clearly to indicate increased separation, rather than closer integration, of police and corrections organizations.

Organizational Effectiveness

It is unlikely that a merger of MDPD and MDCR would result in a significant positive impact on the organizational effectiveness of the police and corrections functions. Subject matter experts and other external sources agree that organizations with missions and operational goals as distinct as those of MDPD and MDCR almost certainly are best served by continuing to operate as separate departments headed by specialists in their respective fields. Unifying the markedly different organizational cultures and management styles that have evolved over the last 30 years at MDPD and MDCR would be a difficult and long-term process, likely to produce adverse operational consequences in the short-run. A merger would require an extensive process of unifying internal procedures and standards, despite limited evidence to substantiate the belief that an MDPD-MDCR merger would materially improve inter-functional or inter-agency collaboration. Finally, OSBM/PI cautions against combining two such large, complex, and specialized departments as MDPD and MDCR.

Mission and Operational Goals

Sources within and outside the County noted that the missions and operational goals of MDPD and MDCR are very distinct from one another, and that balancing the potentially competing objectives of a merged department equitably would present a daunting challenge. Considerable concern was expressed that, with corrections personnel accounting for roughly one-third of a combined public safety workforce, a merger would dilute the power of corrections professionals to administer the jails in a manner consistent with their mission.

OSBM/PI observed that MDPD's and MDCR's strategic challenges and priority areas of concern differ considerably. Validating this observation were interviews with MDPD and MDCR personnel, representatives of the three unions that bargain for MDPD and MDCR personnel, OSBM budget staff, and the management of other internal service departments such as ERD and

DPM. These differences are manifest when one compares the Department-related Strategic Plan Priority Outcomes that MDPD and MDCR support. Of MDPD's nine fiscal year 2003-04 business plan priority outcomes and MDCR's 13, only two priorities were in common.

Organizational Culture

Though MDPD and MDCR work effectively together, culturally they have grown quite distinct from one another. Though both can be described as para-militaristic organizations, the culture of MDPD is more so than that of MDCR. Functionally, a number of MDCR's activities align more closely with social services than with law enforcement. Though organizational culture is difficult to quantify, it was alluded to repeatedly in interviews with MDPD and MDCR personnel, with former Corrections officers now with MDPD, by the unions that deal with both departments, and by personnel from other County departments serving and coordinating with MDPD and MDCR. A striking difference in the demographic make-up of the two departments adds significantly to each department's unique culture.

Subject matter experts stressed that in considering mergers, the importance of organizational and management styles could not be ignored. Ineffectively management of these elements is often cited as a key reason for the failure of private-sector mergers to meet expectations. While this alone may not be reason enough to recommend against a merger, it could make a consolidation of the two departments more difficult and disruptive, and significantly extend the time necessary to complete the reorganization and realize anticipated benefits.

Organizational Procedures and Standards

A combined department would be faced with a choice of maintaining separate standards for law enforcement and corrections hires or increasing corrections standards to the level currently in place for law enforcement hires. Doing the latter could make it very difficult to find Corrections hires that could pass the tougher standards. Even with current standards, only four or five out of 100 applicants to MDCR meet the screening requirements. Furthermore, should the merged department adopt a common standard, recruiters for the police and corrections functions would be competing for applicants from the same pool, to the disadvantage of corrections - the function with the lower-paying jobs.

Another area of merger costs relates to departmental accreditation. A merger of MDPD and MDCR would put into peril MDPD's CALEA accreditation. CALEA standards include requirements for law enforcement as well as jail operations and facilities. Currently, the CALEA standards relating to corrections do not apply to MDPD, since it does not currently perform this function. However, to maintain CALEA accreditation under a merged department, the entire department must meet the requirements. Both MDPD and MDCR believe that a combined department would not currently meet all of the CALEA requirements. MDPD and MDCR leadership believe that upgrading the corrections facilities and operations to the standards necessary to maintain CALEA accreditation would entail significant costs.

Information Sharing and Collaboration

While merging the MDPD and MDCR could yield improved communication and information sharing between the two, a high standard of collaboration and information sharing can be achieved without consolidation if both organizations are committed to achieving this end.

Combined Sheriff's offices often have organization-wide communications standards, sharing computer servers and telecommunications infrastructure, a common e-mail system, and a common repository of criminal and investigative records. These common platforms and the physical proximity of police and corrections command staff in a combined organization can facilitate fluid communications among all members of the public safety organization. Combined jurisdictions may also find it easier to design, implement, upgrade and maintain information systems to be used across both police and corrections functions.

However, "separate" jurisdictions have been able to achieve similar results through effective inter-functional coordination. For instance, independent corrections organizations have developed successful mechanisms for disseminating intelligence gathered from inmates to appropriate law enforcement personnel. Both combined and separate jurisdictions offer examples of collaboration on special projects such as raids, task forces (anti-gang, anti-drug) and community events (such as large parades or conferences). "Separate" jurisdictions have also successfully developed common information platforms to improve organizational effectiveness. For example, Orange County (FL) is implementing an integrated criminal justice information system designed with input from, and accessible by, all area criminal justice agencies including: the Sheriff's Office, the Orlando Police Department, the Orange County Department of Corrections and Community Corrections, the State Attorney's Office, the Public Defender, the judiciary, the Clerk of the Court and the State Department of Corrections and Probation.

Regarding coordination of county police and corrections functions with municipalities, OSBM/PI uncovered no evidence to suggest that an MDPD-MDCR merger would foster improvement. Although, effective inter-agency cooperation is of particular importance in Miami-Dade County (due to the unusually high number of municipal police forces within its borders – 30 to date), MDPD and MDCR assert that their ability to interface with municipal police departments is not impaired by their independent status. As evidence, both MDPD and MDCR cited the 2003 FTAA Ministerial meeting, an event that required extensive security and logistical arrangements, as an example of successful cooperation between multiple municipal and county public safety organizations.

Department Size

A merged department for public safety would likely have approximately 7,200 employees, making it twice the size of the next largest County department (Transit), and twice the size of the government of the City of Miami. Now constituting two of the three largest County departments, MDPD and MDCR already are of a scale well suited to benefit substantially from dedicated and specialized administrative support functions for planning, budgeting, personnel management, training and staff development, and fiscal management and purchasing. Merging these functions would likely blur the lines of reporting and accountability.

Furthermore, the director of a merged public safety department would be responsible for over 40 percent of the combined Countywide and Unincorporated Area General Fund budgets. Such a department would not only be large by Miami-Dade standards, but also by national standards. In comparison with Sheriff's Offices across the United States, a Miami-Dade public safety department would likely be bigger, in terms of full-time sworn personnel, than every Sheriff's Office except for that of Los Angeles, California and Cook County, Illinois. Attachment O lists the fifteen largest Sheriff's Offices in the nation based on the latest Census of State and Local Law Enforcement Agencies.

Human Resources

As corrections evolved into a distinct discipline, even historically "combined" public safety organizations have moved towards greater specialization of front-line personnel. Today it is much less common for an officer to work in both law enforcement and corrections during his/her career than it was 30 years ago. This is especially true among the larger public safety departments studied. It is also clear that there is a lack of support for the proposed merger among key stakeholder groups. Department leaders in neither MDPD nor MDCR are in favor of a merger, while the PBA has expressed strong opposition. In addition, a merger may create potential challenges in attracting top talent to key positions. All of these factors contribute to OSBM/PI's view that, from the perspective of human resources, an MDPD/MDCR merger is not advisable.

Degree of Specialization

The corrections profession has evolved dramatically over the past three decades to incorporate a significant human services component not paralleled in the law enforcement field. This significant change, reflected in both the theory and practice of corrections, provides a strong rationale for the corrections function to be headed by a management team skilled in the particular specializations of the field. If a police-corrections merger were to proceed, cross training of key administrative support supervisors, managers and administrators would be essential.

Unlike corrections officers, law enforcement officers interact with suspects for a relatively short period of time and that interaction is centered on identifying facts related to a particular crime or circumstance. Once an individual is booked into the jail system, corrections officers have daily interaction with that individual and are responsible for his/her physical (housing, feeding, clothing) and mental (drug treatment and counseling) well being for the duration of the incarceration. Meanwhile, changes in tactics and techniques for investigation and apprehension, as well as in public expectations, have modified the role and conduct of law enforcement officers as well.

With differing daily operational settings, goals, and necessary skills sets, police and corrections professionals are more likely than ever to benefit from specialization in either one field or the other, rather than alternating between these functions throughout their careers. Likewise, it may be easier for an organization to address the special challenges associated with corrections and law enforcement if its leaders are focused on just one function.

While the proposed merger model retains specialized career paths for police and corrections personnel, cross training of administrative support personnel would be necessary to ensure familiarity with both the police and corrections functions. This issue would be particularly important for supervisors, managers and administrators that may initially have less knowledge of one of the functions than some of the personnel that would be reporting to them in a merged department.

Key Stakeholder Support for Organizational Change

No significant support for a merger exists among key stakeholder groups in the County. In conversations with subject matter experts and public safety personnel from jurisdictions that had undergone a public safety reorganization, the subject of "buy-in" came up repeatedly.[6] Support from key leaders within the command staff was consistently mentioned as an important ingredient in successful public safety reorganizations. In addition, interviewees cited the importance of obtaining support from the employees involved, the unions that represent them, government leaders and even the public.

MDPD and MDCR leaders are not in favor of a merger of the two departments. Neither group feels that a merger makes sense operationally. Both concede that there would certainly be some long-run financial savings, but do not feel that the anticipated net savings sufficiently warrant adopting an organizational structure that they feel is less, not more, conducive to accomplishing their individual missions. Both departments stated that they have a good working relationship with each other and do not believe that a merger would significantly improve it.

In some jurisdictions, one aspect of facilitating a smooth transition involved identifying specific positive benefits for members of both organizations involved – a "win-win" situation for all concerned. For example, when the Las Vegas Metropolitan Police Department was formed: "It was felt that the employees would be less adverse to a consolidation where each group stood to gain something. In this instance, the former City police officers gained the monetary benefits [salaries were increased to be on par with those in the Sheriff's office], while the Sheriff's employees gained a better system of protection under civil service."[7] In addition, police officers in both organizations were guaranteed that the best features of the benefits packages of the former city and county organizations would be retained. These measures greatly reduced resistance to the proposed merger. In effect, employees in each of the two organizations received a measure of financial benefit which was more costly to the city and the county in the short-run, but which enabled leaders to quickly consolidate a reorganization that yielded substantial operational and financial benefits. No such incentive is apparent with regard to the proposed merger in our County.

The degree to which unions participated in the early reorganization discussions varied across jurisdictions, but it is clear that concurrence from the union(s) involved is a prerequisite to

---

[6] Attachment N summarizes some of the key elements of successful public safety reorganizations mentioned in discussions with personnel from peer jurisdictions.
[7] Source: Las Vegas Metropolitan Police Department website.

executing a successful reorganization. Two of the unions representing MDPD and MDCR employees, AFSCME and GSAF/OPEIU, are neutral to the idea of a merger, and one, PBA, is strongly opposed. Even the two that are neutral raised concerns with regard to the execution of such a change. Before supporting a merger, they would want to understand how it would affect the employees they represent and make sure that appropriate steps were taken to mitigate any adverse impact. The PBA believes that a merger is not in the best interest of MDPD and MDCR employees, or that of the departments overall, and has stated that it would strongly oppose any attempts to merge the departments.

Leadership

Under the County Charter, the director of a merged public safety department would not have the same autonomy as an elected head of a Sheriff's Office, though he/she would be responsible for a scope of activities and a budget larger than that of most Sheriff's Offices nationally. In 1966, County citizens voted for the current selection method (appointment by the County Manager and confirmation by the Board), because they felt it had certain advantages over the direct election of a Sheriff. Should the County contemplate a change in the current selection method, a Charter Amendment would be required.

In conversations with officers from jurisdictions with elected Sheriffs, interviewees repeatedly asserted that their organizations benefit from a greater degree of autonomy from their Board of Commissioners and County Manager than they would as a county department. The relatively limited degree of autonomy of a director of public safety may be perceived as a disadvantage by potential director candidates when weighed against the freedom of an elected Sheriff position. This could have a negative impact on the County's ability to attract top candidates to lead a merged department. A merger could also have implications for future high-level corrections recruitments. It may be easier to recruit a highly qualified candidate to lead a function such as corrections if the position offered is that of director.

Financial Impact

One reason for consolidating functions is cost savings. Experts caution, however, that a merger or reorganization should not be based on this reason alone, and that true potential savings, including transition-related incremental costs, be determined as accurately as possible prior to making a decision, particularly in cases where operational effectiveness may not be significantly enhanced. OSBM/PI suggests while some long-run financial savings can be identified, these will represent a small slice of MDPD and MDCR's overall department budgets, and may well be lost for some time amidst expected merger-related costs. If a merger were pursued, a hybrid funding model should be developed and approved prior to the actual unification of the two departments.

Efficiencies from Consolidation of Administrative Support Services

Though a merger is likely to generate some savings in the long run, OSBM/PI believes that these would be modest in relation to the overall department budget. There are several factors specific to Miami-Dade County that work to limit the potential savings from a merger of MDPD and MDCR: the existing degree of centralization of administrative support services across County departments, the current high levels of attrition in both departments, and the lack of an appropriate space to co-locate administrative support personnel of a merged department. In addition, significant merger-related incremental costs will be incurred in the initial post-merger phase that would delay the realization of net savings for several years.

First, it is necessary to consider the high degree of centralization of administrative support services across County departments. Specialized departments perform a large part of the activities relating to areas such as human resources, procurement, information technology and fleet management. Though some functions still take place within departments that directly serve the public, in essence the County's Enabling Strategies departments perform services for MDPD and MDCR that are much like the back-office services performed by the administrative divisions of Sheriff's Offices. This high degree of centralization means that there are fewer personnel within MDPD and MDCR performing these types of services, thus the potential pool of savings from reducing the numbers of personnel through consolidation of administrative support services is smaller.

A second factor to consider is the current, unusually high, attrition rates of the two departments. MDPD and MDCR had overall attrition of 5.8 and 4.4 percent respectively at the end of the second quarter of this fiscal year. However, MDCR's attrition rate for personnel in administrative support service areas was 13 percent. This calls into question whether a merger of MDPD and MDCR's administrative support functions could lead to meaningful personnel-related cost savings in the initial post-merger years.

A third significant factor is the problem of space. The potential savings from merging the departments is partly dependent on the ability to co-locate administrative support activities for the police and corrections functions to reduce the number of supervisors and managers required. There is insufficient space in MDPD's current headquarters complex, completed in 1990, to house all of the support functions for a merged department. MDCR is slated to move into new headquarters at in the Martin Luther King Center at the end of the summer, but that facility is also too small to house all of the administrative support personnel. In theory, it should be possible to consolidate the administrative support functions and distribute them across the two headquarters locations. For example, all of the procurement/purchasing/quartermaster personnel could be housed in the MLK Center and all of the IT personnel in the current MDPD headquarters. Though feasible, this is clearly a less than optimal solution that could impact the effective provision of administrative support functions to both law enforcement and corrections personnel.

The proposed merger promises to offer some long-term savings; it will also generate offsetting incremental costs in the short- to medium-term. A substantial amount of time will be required from senior staff during pre-merger planning, the actual execution, and in the first several

months of the merged department. As previously mentioned, some additional training may be required for administrative support personnel. Developing a unified departmental procedures manual and upgrading corrections operations to meet CALEA standards will also be costly.

The merger will entail material costs related to movement of personnel. These include the costs of rewiring, new office build-outs, physical relocation of telecommunications equipment and systems, and movement of office furniture and paper files. Computer and information technology systems would need to be unified. This would likely force the County to make investments in upgrading a significant number of computer terminals at one time instead of in a more gradual fashion over several years. Finally, even if police and corrections personnel retain different uniforms in a merged department, there will still be costs related to obtaining new uniform patches, shields and badges, updating letterhead and signage and repainting vehicles.

Funding Issues

As with many County departments, a combined department of public safety would require a hybrid funding model. Jurisdictions studied having multiple funding sources illustrated the need to develop an equitable and workable formula for determining operational funding and providing for ongoing monitoring of expenditures. Such a model should be in place in advance of the reorganization; among the benefits of pre-planning can be increased support from taxpayers and local government leaders.

Salary Parity

Subject matter experts underscore the importance of maintaining a high comfort level among personnel when approaching a merger, and in developing a "win-win" reorganization scenario. One area of interest in this respect is often salary parity. Based on OSBM/PI's research, it appears likely that within a merged public safety department there would be pressure for pay parity at the higher levels of the organization. At lower levels, based on differing hiring standards, training, functional requirements, base compensation presently differs for law enforcement and corrections officers; it is reasonable to expect that these differences could persist in a merged department. Even in "combined" departments it is not uncommon for law enforcement base salaries to be higher than those for corrections officers. Generally speaking, departments with the most integrated career paths (those where an officer works in both functions at some point in his/her career) are more likely to have base pay parity than those organizations that have distinct career paths for law enforcement and corrections.[8] While salary parity may not be an issue with regard to law enforcement and corrections officers at all levels, it can be argued that high-level administrative activities are quite comparable. Furthermore, if hiring criteria and thresholds were to be unified for police and corrections recruits, there would almost certainly be upward pressure on corrections salaries, since both police and corrections functions will be recruiting from the same candidate pool.

---

[8] Base pay refers to the basic salary of public safety personnel, prior to the addition of any supplements that may apply for special duty (hazard pay, night-shift supplement) or skills (additional pay for personnel who are bilingual or hold advanced degrees).

Attachment P provides a snapshot of the title and salary structure for MDPD and MDCR. Finally, the consolidation of MDPD and MDCR administrative support personnel into one division of a combined department would require an assessment of current job responsibilities to ensure that all support personnel in the same job classification are performing similar tasks and receiving comparable pay. This review could also result in upward salary adjustments for some of these personnel.

Attachment A. Summary of Input from Subject Matter Experts

Contact / Expert	Benefits of a Merger	Drawbacks of a Merger	Issues to Consider & Model Jurisdictions

Peter Carlson
Director, Corrections Sup. Institute Christopher Newport University
 	
Specializations
• Prison Mgmt
• 33 yrs with Federal prison system
• Now does consulting and teaching
	• Public Safety Improvements (improved communications), Information Sharing, and Purchasing/HR efficiencies (merge the fiscal unit) can be benefits of merging the two departments but all these efficiencies can be done without merging the departments.	• Generally, the two departments don't merge well.
		
		• There are not many savings in positions and usually corrections gets less in terms of resources.
			Issues
			Competition between the two departments is not good.
			
			Model Jurisdictions
			• Virginia Beach
			• Fairfax County
			• California:
			   o LA County
			   o San Diego
			   o Orange County

Chief J. Scott Finlayson *Springville, UT Police Department* Specializations • President, IACP State Association of Chiefs of Police		• Issues with consolidation and will jobs be guaranteed • Roles of unions and increased costs • Costs are increased first few years • Reluctance to merge • How are issues handled within a combined department • Political bodies may not want to relinquish control of individual departments	Issues • Leadership • Current structure of the department • Need to involve unions at initial stages • Thorough financial analysis of costs

Analysis of Potential Merger of MDPD and MDCR

Contact / Expert	Benefits of a Merger	Drawbacks of a Merger	Issues to Consider & Model Jurisdictions
James Houston *Grand Valley State University* *School of Criminal Justice* Specializations • PhD in Urban Studies • Professor in the School of Criminal Justice	• Any benefits that could come from a merger of the two departments can be achieved without merging the departments. • Information Sharing: Jails should already pass along pertinent public safety information. • Administrative functions shared by both departments could be merged to produce long-term efficiencies.	• Miami-Dade County's organization is too large to see any benefits of a merger. Each of the departments has different established cultures. • There would be serious leadership problems and therefore, non-compliance. • Doesn't believe that police have the skill-set to do corrections. • Since the departments are so large already there may be no improvements in public safety.	Issues • LEADERSHIP: How would you determine who goes as the "Sheriff"? – There may be no benefits in salary savings. • Questions whether the move was politically motivated. • An agency so large would work against the benefit of the taxpayers. Model Jurisdictions • Indianapolis County: merged in the 70's • New York City • Philadelphia

Analysis of Potential Merger of MDPD and MDCR

Contact / Expert	Benefits of a Merger	Drawbacks of a Merger	Issues to Consider & Model Jurisdictions
Leonard Materese *City of Buffalo* Specializations • Police Mgmt • Corrections Specialist • Patrol Specialist • 30 years in Florida	• Having an Office of Public Safety lends a broader perspective and may change the mind of an employee by being a Public Safety Officer than a Police or Corrections Officer • Currently, Corrections officers do not have the opportunity to switch and become police officers. • Information Sharing: The jail environment is a good place to gather criminal information. • Public Safety Improvements: Value in training road patrol. • Accreditation Issues: Can continue those activities. • Short/Long Term Efficiencies: Similarities in purchasing	• Corrections migration to Police: It is essential to set up a policy to ensure that you don't have all the best corrections officers move to police.	Issues • Union Issues: Bring union leadership on-board early and often • Community, employee resistance • Key factor that will determine success or failure of a merger is leadership. Model Jurisdictions • Broward County has the best model • California: Good because they use corrections as an entry point (2 yrs) to weed out "the badge heavy cop" – this ensures fewer "cowboys". Having them in corrections first is good because they have a chance to learn and know the system well. • New York City: Merged many of their police functions under Giuliani's leadership – Transit, City, and Housing Police

Analysis of Potential Merger of MDPD and MDCR

Contact / Expert	Benefits of a Merger	Drawbacks of a Merger	Issues to Consider & Model Jurisdictions
James R. Mowrey *PhD student University of California, Irvine* <u>Specializations</u> • Graduate work • Received a two-year grant from the California Department of Corrections to evaluate their Police and Corrections teams (PACT)	• Ideally, a merger would be preceded by a police & corrections partnership. Through partnerships, police and corrections officers collaborate in support functions, such as information sharing, training, and overall service delivery.	• "Why undergo a merger, and all the complicated legal and logistical issues surrounding it, when many of the same benefits can be realized from partnerships?"	<u>Issues</u> • Buy-in at all levels. • State of inter-departmental communications • Career paths for officers <u>Model Jurisdictions</u> The following jurisdictions have implemented successful partnerships: • Oakland • Sacramento • Massachusetts • Connecticut • Minnesota

Alex Weiss, Ph.D.
Northwestern University Center for Public Safety, Director
 	
<u>Specializations</u>
• Director at the Center for Public Safety
• Teaching / Consulting
	Large economies of scale can be reached: purchasing, maintenance, training, etc.
	• Personnel Schedule
	• Recruitment Schedule
	• Reduce Support Activities
	• Cross-functional personnel
		• Each of the departments have different value systems, therefore a merger could result in a culture clash.
		• The larger the size of the organization the larger it is to manage.
		• Careers are affected. This is the main drawback of a merger – top position would also have to be consolidated and therefore the buy-in may not happen.
			<u>Issues</u>
			• Size of the organization
			• Cultural differences
			• Leadership issues
			• Salaries & Positions
			
			<u>Model Jurisdictions</u>
			• Jacksonville / Duval County: good example of how they merged City and County government
			• Las Vegas / Clark County – most successful merger
			• Big sheriff departments:
			   ○ LA County
			   ○ San Diego
			   ○ Maricopa County

Analysis of Potential Merger of MDPD and MDCR

Contact / Expert	Benefits of a Merger	Drawbacks of a Merger	Issues to Consider & Model Jurisdictions
Kevin Wright, Ph.D. *Professor and Director, Division of Human Development; School of Education and Human Development; SUNY Binghamton* Specializations • Correctional program/policy development and analysis • Delinquency and substance abuse prevention • Prison administration • Crime control policy • Family life and delinquency	• Could yield financial savings in the medium to longer term (though not in the short term).	• Today, Police and Corrections operations have very different missions • Leader of combined department may not equally advocate for the interests of police and corrections • Other county departments may be opposed due to sheer size/power of merged dept.	Issues • Important trends to consider: 1) increased professionalism of jail management; 2) increased accountability; 3) change in correctional philosophy (bigger social work component) and corresponding change in jail design; 4) significant increase in prison/jail populations in the last decade • Org. Culture of corrections, more so than Police, has become less paramilitary over the last 30 years. • Given the evolution of Corrections, it makes as much sense to combine police and corrections as it does to merge police with a Human Services Department. • Importance of the "tone at the top" – strong leadership • What is the motivation for the proposed merger? • If two organizations suffer from different problems, it may be more effective to deal with the specific problems of each directly rather than try to address them indirectly through a merger.

Attachment B. List of Contacts

Public Safety Organizations of Peer Jurisdictions

ORGANIZATION	CONTACT
Broward County Sheriff's Department	Major John Carroll *Staff Services and Inspections*
Charlotte/Mecklenburg	Kurt Walton *Assistant City Manager* Hazel Dorsey *Charlotte (City) Budget Office*
Hillsborough County Sheriff	Corporal Richard Eldridge *Inspectional Service Division Administrative Corporal*
Las Vegas Metropolitan Police Department (Clark County)	Ray Flynn *Assistant Sheriff*
Los Angeles Sheriff's Department	Lt. Steven M. Roller *Executive Aide to Under Sheriff*
Maricopa County Sheriff's Department	Deputy Chief Loretta Barkell *Chief Financial Officer*
New York City Police Department	Captain Kevin Walsh *Transit Bureau*
Orange County (CA) Sheriff's Department	Sgt. Brian Schmutz *Research & Development Division*
Orange County (FL) Corrections Department	Scott Bradstreet, CJM *Deputy Chief of Operational Services*
Orange County (FL) Sheriff's Office	Judy Salomons *Personnel Services Supervisor*
Phoenix Police Department	Officer Mark Nelson *Planning and Research Bureau - Policy/CALEA*
San Diego County Sheriff's Department	Commander Michele Braatz Commander Brian Roberts Assistant Sheriff Paula Robinson Assistant Sheriff Dennis Runyen *Detention Sheriff*

Miami-Dade County Personnel

DEPARTMENT	CONTACT
Miami-Dade Police Department	Robert Parker *Director* Steve Rothlein *Deputy Director, Investigative Services* Jane Feuer[1] *Assistant Director, Support Services* Oscar Vigoa *Chief Centralized Services Division* Leonard Burgess *Chief North Operations Division* Veronica Salom[1] *Sr. Police Bureau Commander, Budget & Planning* Keith Le Counte *Training Officer* Edwin Phillips *Police Trainee* Robert Williamson *Police Trainee*
Miami-Dade Department of Corrections & Rehabilitation	Charles McRay[2] *Director* Maxine Harris *Bureau Commander, Budget and Grants* Sheila Siddiqui *Assistant Director, Jail Operations* Anthony Dawsey *Assistant Director, Administration and Finance* Sandra Clayton Spates *Assistant Director, Planning and Program Logistics* Jackie Berry *Special Assistant to Director McRay*

---

[1] No longer with the Miami-Dade Police Department
[2] Director McRay was serving as the Acting Director at the time of the interview.

County Manager's Office	Susanne Torriente *Assistant County Manager* Maggie Fernandez *Assistant to the Assistant County Manager*
Office of Strategic Business Management Budget Division	Nancy Vinock *Budget Analyst* Scott Mendelsberg *Budget Analyst*
Employee Relations Department	Don Allen *Director* Mary Lou Rizzo *Director, Personnel Services Division* Jay Flynn *Director, Administrative Services Division*
Department of Procurement Management	Miriam Singer *Deputy Director*
Juvenile Assessment Center	Susan Windmiller *Assistant Director* Cindy Akerman *Special Projects Administrator 2*
Police Benevolent Association	John Rivera *President* Blanca Greenwood *General Counsel*
Government Supervisors Association of Florida/OPEIU – Local 100	Richard Ellis *President* Greg Blackman
AFSCME Local 199 – General Employees Unit	Leon Fuller *Union Representative*
Public Defender	Carlos Martinez *Chief Assistant* Al Williams *Senior Attorney*

Attachment C. MDPD and MDCR Departmental Mission Statements[3]

MIAMI DADE POLICE DEPARTMENT	MIAMI DADE CORRECTIONS & REHABILITATION
"The Miami-Dade Police Department will commit its resources in partnership with the community to: • Promote a safe and secure environment, free from crime and the fear of crime, • Maintain order and provide for the safe and expeditious flow of traffic, • Practice our core values of integrity, respect, service, and fairness. **Integrity** - Integrity is the hallmark of the Miami-Dade Police Department and we are committed to the highest performance standards, ethical conduct, and truthfulness in all relationships. We hold ourselves accountable for our actions and take pride in a professional level of service and fairness to all. **Respect -** We treat all persons in a dignified and courteous manner, and understanding of ethnic and cultural diversity, both in our professional and personal endeavors. We guarantee to uphold the principles and values embodied in the constitutions of the United States and the State of Florida. **Service** - We provide quality service in a courteous, efficient, and accessible manner. We foster community and employee involvement through problem-solving partnerships. **Fairness -** We treat all people impartially, with consideration and compassion. We are equally responsive to our employees and the community we serve."	"We of the Miami-Dade County Corrections and Rehabilitation Department are dedicated to upholding the public trust through the delivery of quality corrections services. Our mission is to provide quality programs designed to protect the community and meet judicial requirements by the safe and secure detention and control of persons in our custody and by preparing them for a successful return to the community. Through excellence in leadership, we provide caring, compassionate, and competent services as corrections professionals in collaboration with the community, the criminal justice system, and various agencies in the public and private sectors. We do this to improve the quality of life for all those who choose to live, work, visit, and do business in our community."

---

[3] Source: FY03-04 Departmental Business Plans for MDPD and MDCR.

Attachment D. Comparison of Strategic Themes, Strategic Plan Goals and Strategic Plan Priority Outcomes of Various Miami-Dade County Departments Performing Public Safety Functions[4]

Strategic Themes	MDPD	MDCR	JAC	MDFR	Medical Examiner
Improve coordination and number of contacts with schools, recreation programs, etc. to educate our youth on self-worth and the consequences of negative behavior, focusing on programs with built-in evaluation measures or research-based measures of success			x		
Increase information availability regarding the Juvenile Assessment Center and available juvenile support services			x		
Protect the safety and quality of Miami-Dade County's neighborhoods	x	x			x
Continuously improve the performance and capabilities of County operations by maximizing technology, fostering innovation and increasing access to information regarding services	x			x	x
Promote cooperation and coordination among government services				x	x
Improve quality of life for all County residents	x			x	x
Ensure Miami-Dade County operates in a fiscally responsible and stable manner	x			x	
Provide expertise and resources to support and facilitate excellent public service delivery		x			
Themes in common with MDPD	N/A	1	0	3	3
Themes in common with MDCR	1	N/A	0	0	1

---

[4] Source: Themes, Goals and Priority Outcomes identified in the FY03-04 Business Plans for each department.

Department-related Strategic Plan Goals		MDPD	MDCR	JAC	MDFR	Medical Examiner
PS-1	Effectively provide the necessary and appropriate technology, buildings, equipment and people for delivery of quality services now and in the future	X	X		X	X
PS-2	Provide comprehensive and humane programs for crime prevention, treatment, and rehabilitation	X	X	X		
PS-3	Improve the quality of service delivery through commitment to ongoing employee training	X	X			X
PS-4	Strengthen the bond between the public safety departments and the community	X	X		X	X
PS5	Improve public safety through the use of community planning and the enforcement of quality of life issues	X				
RC-2	Secure and invest additional public and private resources to improve and expand programs, services and facilities					X
ES-1	Enable County departments and their service partners to deliver quality customer service		X			X
ES-4	Capitalize on technology to improve service, increase efficiency and provide greater information access and exchange		X			X
ES-5	Attract, develop and retain an effective, diverse and dedicated team of employees		X			X
HH-4	Promote independent living through early intervention and support services		X			

	MDPD	MDCR	JAC	MDFR	Medical Examiner
Goals in common with MDPD	N/A	4	1	2	3
Goals in common with MDCR	4	N/A	1	0	6

Analysis of Potential Merger of MDPD and MDCR

Department-related Strategic Plan Priority Outcomes	MDPD	MDCR	JAC	MDFR	Medical Examiner
PS1-1 Public safety facilities and resources built and maintained to meet needs		X		X	
PS1-2 Reduce response time	X			X	
PS1-3 Reduced response time in agricultural areas	X			X	
PS1-4 Reduction in property loss and destruction		X		X	
PS1-5 Improved Medical Patient Survivability				X	X
PS1-7 Easy and coordinated access to information by departments and service delivery partners to promote more effective programs and results		X			X
PS1-8 Easy and coordinated access to information by Departments and service				X	
PS2-1 Strengthened Juvenile Assessment Center			X		
PS2-2 Reduce number of people revolving through the court system/recidivism		X			
PS2-3 Reduced substance-abuse related incidents		X			
PS2-4 Quicker deployment of information to recover missing and abducted children and enhance community awareness for prevention of child abuse and abduction	X				
PS3-1 Professional and ethical public safety staff; minimal occurrence of public safety corruption incidents	X	X			X
PS3-2 Reduction in the use of lethal technology where appropriate	X				
PS4-1 Increase community awareness of information resources and involvement opportunities		X		X	X
PS4-2 Increase involvement of individuals who want to give back to the community	X	X		X	
PS4-3 Resident and visitor safety awareness and preparedness for all segments of the community				X	
PS4-4 Increased awareness of appropriate 911 usage	X				
PS5-1 Safer communities through planing, design, maintenance and enforcement	X				
PS5-2 Eradication of unwanted animals from public streets	X				
RC2-1 Reduction in unmet needs					
ES1-1 Clearly-defined performance expectations and standards		X			X
ES4-1 User friendly e-government sharing information and providing expended hours of service		X			X
ES4-2 Available, reliable systems		X			
ES5-1 Expeditiously provide departments with qualified personnel		X			
HH4-3 Increased access to full continuum of support services for targeted special populations, including sexual assalt and domestic violence, immigrant and new entrant, mental health, homeless, substance abuse and recently released inmate services		X			

Priority Outcomes in common with MDPD	N/A	2	0	3	1
Priority Outcomes in common with MDCR	2	N/A	0	4	5

Attachment E. MDPD and MDCR Funding Sources[5]

POLICE FY03-04 OPERATING FUNDING SUMMARY ($ in 000s)

	Countywide General Fund		Unincorporated Area General Fund		Other Funding		Total Funding	
	02-03	03-04	02-03	03-04	02-03	03-04	02-03	03-04
Environmental Crimes Unit	0	1,179	0	2,265	280	340	280	4,384
Specialized Police Services	3,845	5,056	26,623	25,875	0	0	30,468	30,931
Technical Services	28,847	29,975	13,623	18,661	0	0	42,470	48,636
Sheriff Services	17,614	18,321	203	0	0	0	17,817	18,321
Police Services	774	996	150,070	151,310	5,371	10,913	156,215	163,219
Operational Support	12,016	18,410	48,004	58,096	10,848	9,597	70,868	86,103
Animal Care and Control	700	700	0	0	4,683	4,875	5,383	5,575
Administration	3,199	3,685	10,451	13,680	0	0	13,650	17,365
Illegal Dumping Enforcement	0	0	0	0	1,178	1,178	1,178	1,178
Parks and Recreation	0	0	0	1,233	0	0	0	1,233
Investigative Services	19,876	22,396	47,144	53,565	3,486	3,300	70,506	79,261
TOTAL	**$86,871**	**$100,718**	**$296,118**	**$324,685**	**$25,846**	**$30,203**	**$408,835**	**$456,206**
Revenue to General Fund	3,501	3,950	5,125	3,800				
Net General Fund Support	83,370	97,368	290,993	320,885				

7%
22%
71%

☐ Countywide General Fund ☐ Unincorporated Area General Fund ☐ Other Funding

---
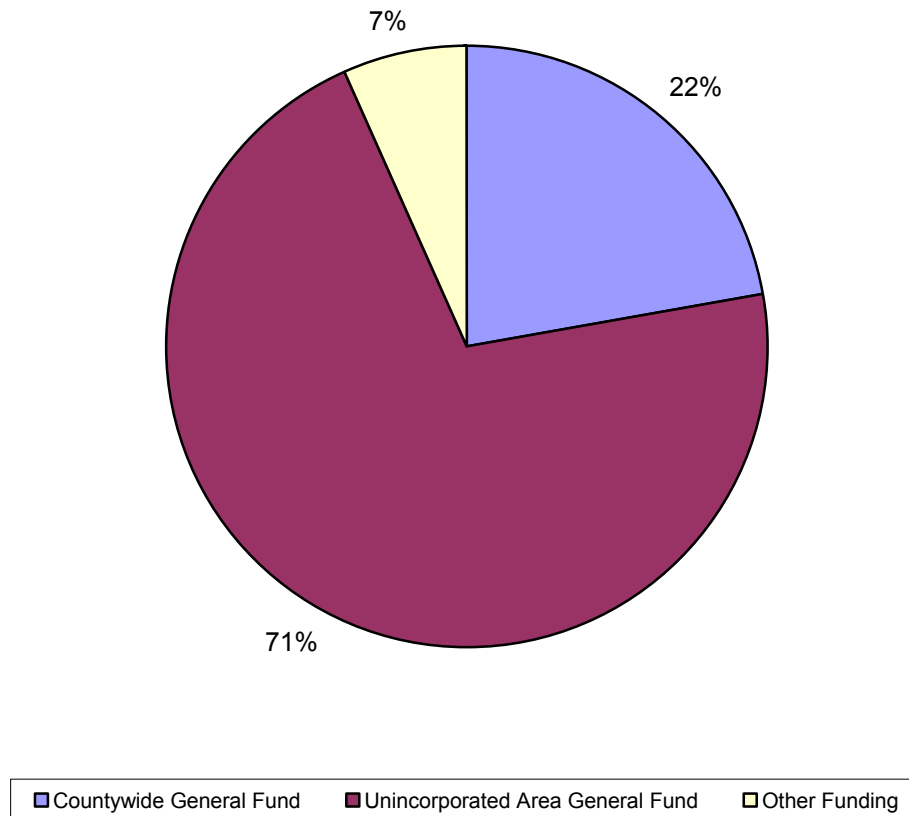
[5] Source: FY 03-04 Budget Book.

CORRECTIONS FY03-04 OPERATING FUNDING SUMMARY ($ in 000s)

	Countywide General Fund		Unincorporated Area General Fund		Other Funding		Total Funding	
	02-03	03-04	02-03	03-04	02-03	03-04	02-03	03-04
Inmate Court Services	9,982	10,745	0	0	0	0	9,982	10,745
Jail Operations	111,607	118,610	0	0	11,302	10,857	122,909	129,467
Inmate Programs	8,530	10,144	0	0	2,288	2,876	10,818	13,020
Food Services	12,963	12,602	0	0	198	240	13,161	12,842
Inmate Processing	13,698	14,500	0	0	0	0	13,698	14,500
Administration	16,853	17,297	0	0	140	140	16,993	17,437
Community Control	5,719	6,378	0	0	460	445	6,179	6,823
Inmate Transportation	4,589	5,027	0	0	0	0	4,589	5,027
TOTAL	**$183,941**	**$195,303**	**$0**	**$0**	**$14,388**	**$14,558**	**$198,329**	**$209,861**
Revenue to General Fund	721	449	0	0				
Net General Fund Support	183,220	194,854	0	0				

7%

0%

93%

☐ Countywide General Fund   ■ Unincorporated Area General Fund   ☐ Other Funding
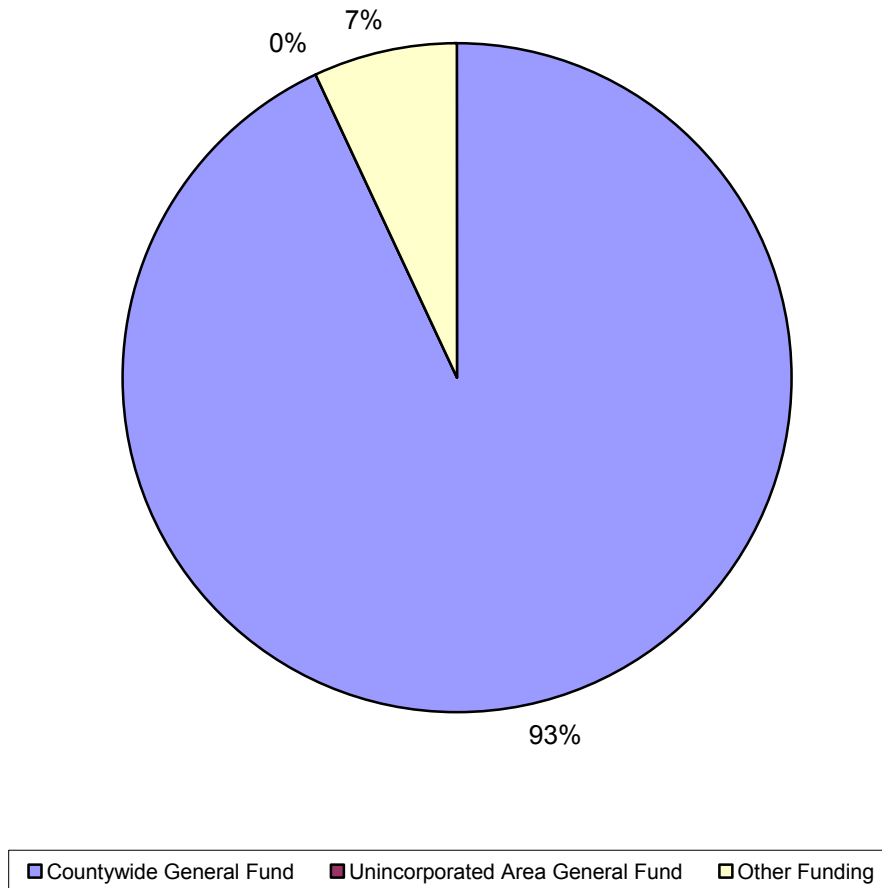
Attachment F. MDPD and MDCR Historical Budget and Personnel Levels[6]

Historical Budget Level Comparison

Police Budgeted	Police Actual	
Corrections Budgeted	Corrections Actual	

---
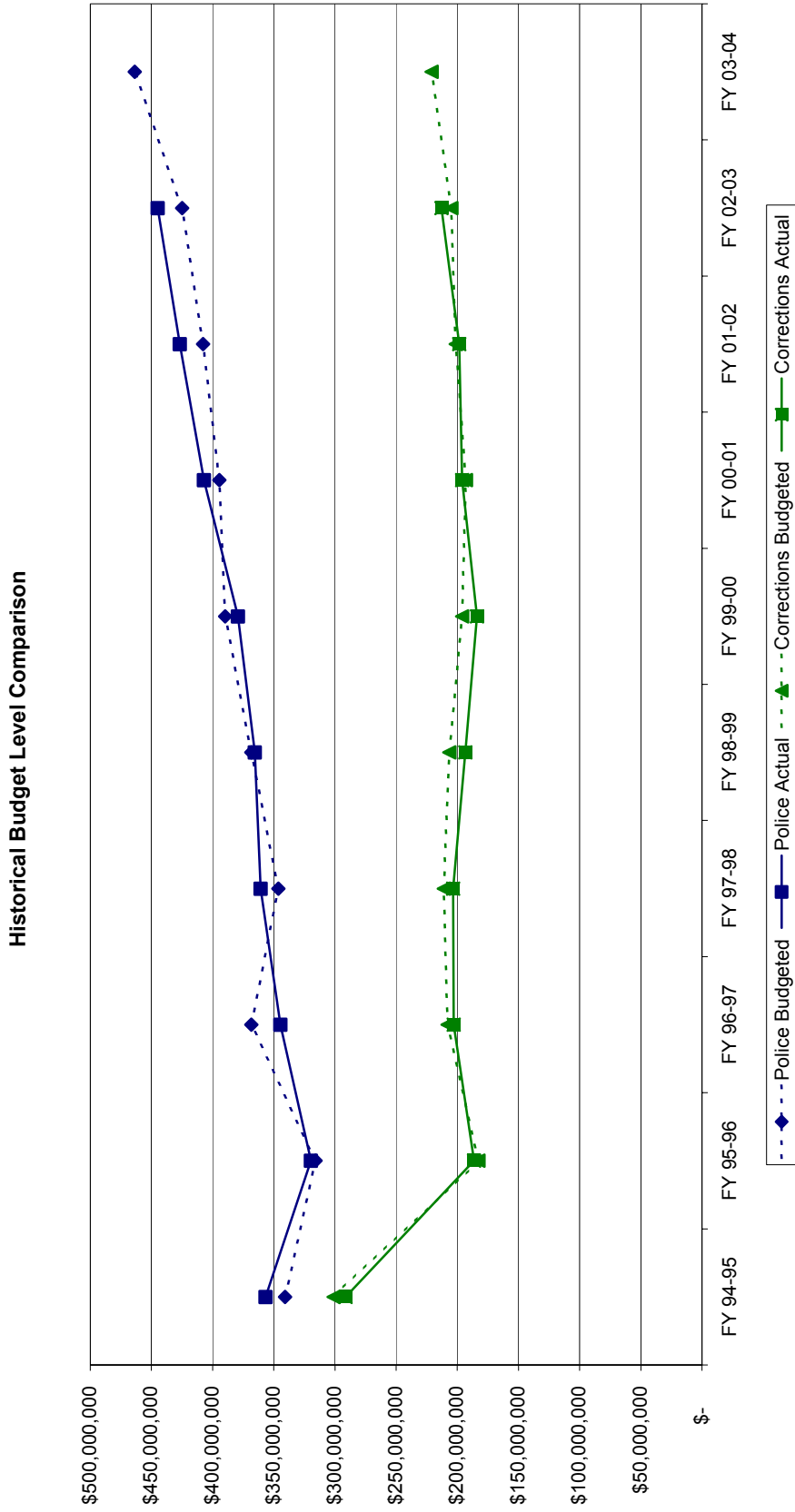
[6] Information obtained from the FAMIS system.

Page F1

Analysis of Potential Merger of MDPD and MDCR

Historical Personnel Level Comparison

Budgeted Positions

Legend: Police Budgeted — Corrections Budgeted

X-axis: FY 94-95, FY 95-96, FY 96-97, FY 97-98, FY 98-99, FY 99-00, FY 00-01, FY 01-02, FY 02-03, FY 03-04

Y-axis: 0, 500, 1,000, 1,500, 2,000, 2,500, 3,000, 3,500, 4,000, 4,500, 5,000
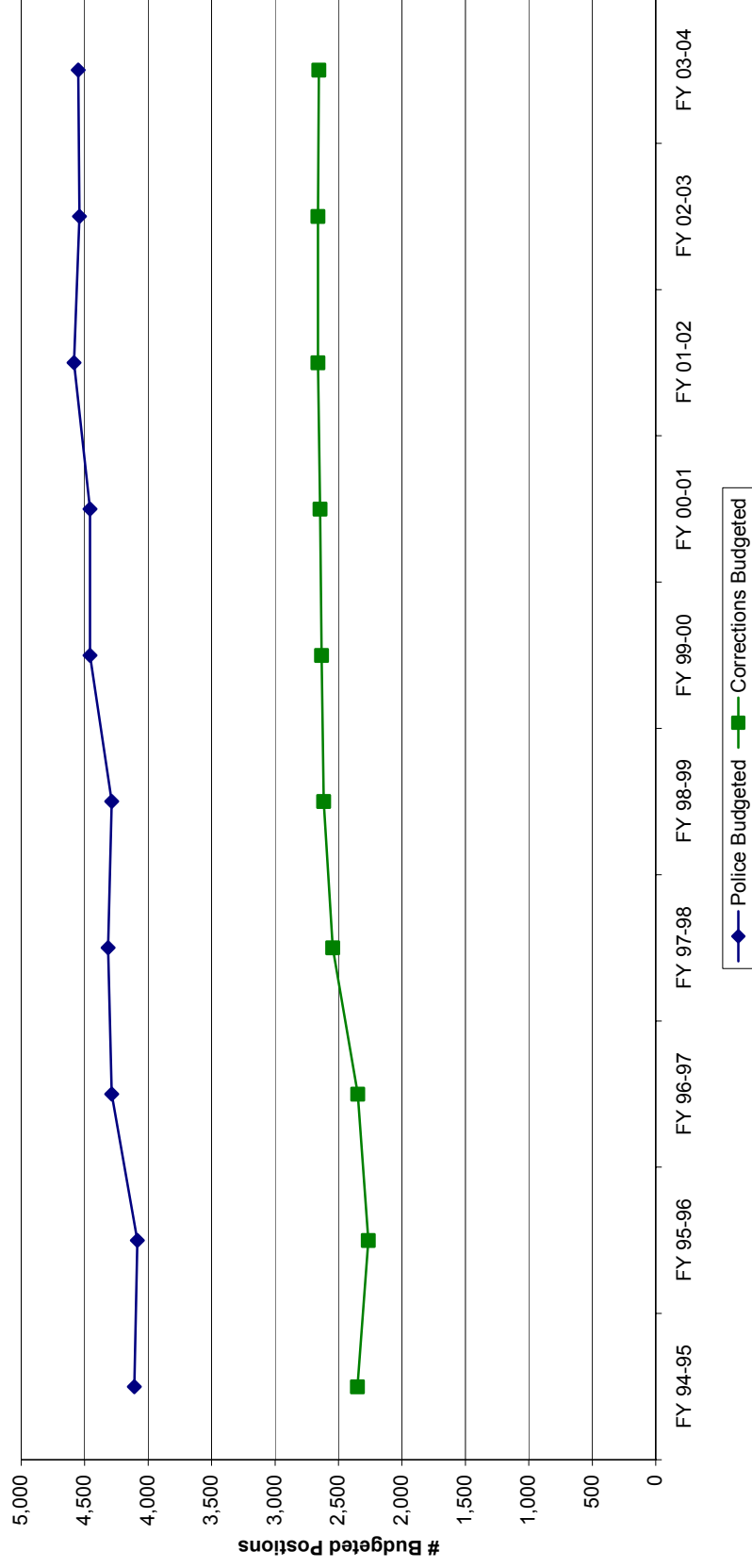
Attachment G. Largest Local Police Departments
      (a selection from the list of the top 50), June 2000*

Rank**	Jurisdiction	State	Full-time sworn personnel	Percentage Change 1996-2000
1	New York	NY	40,435	10%
2	Chicago	IL	13,466	2%
3	Los Angeles	CA	9,341	4%
4	Philadelphia	PA	7,024	10%
5	Houston	TX	5,343	1%
6	Detroit	MI	4,154	7%
7	Washington	DC	3,612	1%
8	Nassau County	NY	3,038	1%
9	Baltimore	MD	3,034	3%
10	Miami-Dade County	FL	3,008	7%
11	Dallas	TX	2,862	0%
12	Phoenix	AZ	2,626	8%
13	Suffolk County	NY	2,564	-7%
14	San Francisco	CA	2,227	11%
15	Las Vegas	NV	2,168	28%
17	San Diego	CA	2,022	2%
26	Jacksonville-Duval Co.	FL	1,530	908%
31	Charlotte-Mecklenburg Co.	NC	1,442	12%
40	Miami	FL	1,110	10%
48	Tampa	FL	939	6%

Source: *Census of State and Local Law Enforcement Agencies, 2000* .
*The Census is conducted every four years. 2000 is the latest available data.
**Rank is based on the number of full-time sworn personnel.

Analysis of Potential Merger of MDPD and MDCR

Attachment H. Largest Local Jail Jurisdictions (a selection from the list of the top 50), June 2003

Rank*	Jurisdiction	State	Average daily population**			Percent of capacity occupied at midyear***		
			2001	2002	2003	2001	2002	2003
1	Los Angeles County	CA	19,327	19,258	21,184	82%	81%	80%
2	New York City	NY	14,490	13,952	14,533	63%	68%	68%
3	Cook County	IL	10,212	10,888	10,864	106%	112%	109%
4	Maricopa County	AZ	7,055	8,008	8,044	134%	152%	158%
5	Harris County	TX	7,124	6,641	7,300	72%	82%	77%
6	Dade County	FL	6,410	6,680	6,856	82%	82%	114%
7	Dallas County	TX	6,275	6,567	6,814	96%	83%	92%
8	Philadelphia City	PA	7,041	7,221	6,540	126%	132%	128%
9	Orleans Parish	LA	5,875	5,875	6,062	79%	87%	82%
10	San Bernandino County	CA	5,300	4,977	5,337	105%	102%	112%
11	Orange County	CA	4,792	4,561	5,096	109%	94%	113%
12	Broward County	FL	4,745	5,116	4,981	90%	97%	97%
13	San Diego County	CA	4,895	4,872	4,933	101%	100%	112%
14	Shelby County	TN	5,176	4,835	4,682	74%	74%	77%
15	Orange County	FL	4,172	3,792	3,896	107%	110%	90%
16	Santa Clara County	CA	4,122	3,915	3,867	114%	107%	112%
17	Alameda County	CA	3,856	3,886	3,840	88%	98%	107%
18	Baltimore City	MD	3,287	3,637	3,811	94%	96%	92%
19	Hillsborough County	FL	3,502	3,501	3,800	103%	101%	109%
20	Sacramento County	CA	3,217	3,293	3,634	71%	85%	85%
26	Jacksonville City	FL	3,025	2,965	3,052	92%	92%	98%
28	Pinellas County	FL	2,728	2,884	2,938	84%	93%	93%
37	Clark County	NV	2,538	2,749	2,561	171%	166%	178%
39	Palm Beach County	FL	2,353	2,585	2,471	90%	75%	77%
48	Polk County	FL	1,726	1,864	2,112	103%	101%	135%

Source: *Prison and Jail Inmates at Midyear, 2003*. Bureau of Justice Statistics Bulletin, U.S. Dept. of Justice.
*Jursidictions are ordered based on the average daily population for the year ending June 30, 2003.
**The average daily population is the sum of the number of inmates in jail each day for a year, divided by the number of days in the year.
***The number of inmates held at midyear divided by the rated capacity multiplied by 100.

Attachment I. Location of Corrections Functions in Florida Counties

Florida Counties	Detention Facilities Operated By:		
	Sheriff's Office	County Government	CCA*
ALACHUA	X		
BAKER	X		
BAY			X
BRADFORD		X	
BREVARD	X		
BROWARD	X		
CALHOUN	X		
CHARLOTTE	X		
CITRUS			X
CLAY	X		
COLLIER	X		
COLUMBIA	X		
DeSOTO	X		
DIXIE	X		
DUVAL	X		
ESCAMBIA	X		
FLAGLER	X		
FRANKLIN	X		
GADSDEN	X		
GILCHRIST	X		
GLADES	X		
GULF	X		
HAMILTON	X		
HARDEE	X		
HENDRY	X		
HERNANDO			X
HIGHLANDS	X		
HILLSBOROUGH	X		
HOLMES	X		
INDIAN RIVER	X		
JACKSON		X	
JEFFERSON	X		
LAFAYETTE	X		
LAKE	X		
LEE	X		

Florida Counties	Detention Facilities Operated By:		
	Sheriff's Office	County Government	CCA*
LEON	X		
LEVY	X		
LIBERTY	X		
MADISON	X		
MANATEE	X		
MARION	X		
MARTIN	X		
MIAMI-DADE		X	
MONROE	X		
NASSAU	X		
OKALOOSA		X	
OKEECHOBEE	X		
ORANGE		X	
OSCEOLA		X	
PALM BEACH	X		
PASCO	X		
PINELLAS	X		
POLK	X		
PUTNAM	X		
ST. JOHNS	X		
ST. LUCIE	X		
SANTA ROSA	X		
SARASOTA	X		
SEMINOLE	X		
SUMTER	X		
SUWANNEE	X		
TAYLOR	X		
UNION	X		
VOLUSIA		X	
WAKULLA	X		
WALTON	X		
WASHINGTON	X		
TOTAL	**57**	**7**	**3**

* Corrections Corporation of America

Attachment J. Tables of Organization for Public Safety Entities in Selected Jurisdictions

Miami-Dade Police Department

	Director Metropolitan Sheriff	
Professional Compliance Bureau		Police Legal Bureau
		Media Relations Bureau

Police Services
- Police Administrative Bureau
- Intergovernmental Bureau

Support Services
- Centralized Services Division
- Administrative & Technology Division
- Budget & Planning Bureau
- Psychological Services Section

Investigative Services
- Public Corruptions Investigations Bureau
- Criminal Investigations Division
- Investigative Support Division
- Special Investigations Division

Miami-Dade Department of Corrections & Rehabilitation

```
                            ┌─────────────────┐
                            │    Director     │
                            └────────┬────────┘
                                     │
                            ┌─────────────────┐
                            │ Deputy Director │
                            └────────┬────────┘
        ┌────────────────────────────┼────────────────────────────┐
┌───────────────────┐    ┌───────────────────┐    ┌───────────────────┐
│ Assistant Director │    │ Assistant Director │    │ Assistant Director │
│   Administration   │    │ Planning and Program│    │  Jail Operations  │
│    and Finance     │    │     Services       │    │                   │
└─────────┬─────────┘    └─────────┬─────────┘    └─────────┬─────────┘
```

Assistant Director Administration and Finance	Assistant Director Planning and Program Services	Assistant Director Jail Operations
Division Chief Fiscal Resources	Division Chief Accreditation and Compliance	Division Chief East Operations
Division Chief Administration	Division Chief Inmate Services	Division Chief West Operations
Division Chief Institutional Services		Division Chief Special Services

Broward County Sheriff's Office

```
                         ┌─────────────────┐
                         │    Sheriff      │
                         └─────────────────┘
                                 │
    ┌──────────────────┐         │         ┌──────────────────┐
    │ tment of Legal   │         │         │  Department of   │
    │ Affairs          │─────────┤         │  Fire Rescue and │
    └──────────────────┘         │         │  Emergency Services │
                                 │
    ┌──────────────────┐         │         ┌──────────────────┐
    │ Department of    │         │         │  Department of   │
    │ Community and    │─────────┤         │  Professional Standards │
    │ Media Relations  │         │         └──────────────────┘
    └──────────────────┘         │
                                 │
    ┌──────────────────┐         │         ┌──────────────────┐
    │ Department of    │         │         │ Department of Detention │
    │ Administration   │─────────┤         │ and Community Control │
    └──────────────────┘         │         └──────────────────┘
                                 │
                         ┌─────────────────┐
                         │  Undersheriff   │
                         └─────────────────┘
                              │
                              ├──┌──────────────────┐
                              │  │ Department of Law │
                              │  │ Enforcement      │
                              │  └──────────────────┘
                              │
                              └──┌──────────────────┐
                                 │ Department of Staff │
                                 │ Services and     │
                                 │ Inspections      │
                                 └──────────────────┘
```

Hillsborough County Sheriff's Department

```
                        ┌─────────────────┐
                        │     Sheriff     │
                        └─────────────────┘
                        ┌─────────────────┐
                        │  Chief Deputy   │
                        └─────────────────┘

┌──────────────────────┐  ┌─────────────────┐  ┌─────────────────┐
│ Executive Support &  │  │    Detention    │  │ Administration  │
│ Enforcement Operations│  │                 │  │                 │
└──────────────────────┘  └─────────────────┘  └─────────────────┘

┌──────────────────────┐  ┌─────────────────┐  ┌─────────────────┐
│ Criminal Investigations│ │      Jail I     │  │ Human Resources │
└──────────────────────┘  └─────────────────┘  └─────────────────┘

┌──────────────────────┐  ┌─────────────────┐  ┌─────────────────┐
│  Special Operations   │  │     Jail II     │  │    Services     │
└──────────────────────┘  └─────────────────┘  └─────────────────┘

┌──────────────────────┐  ┌─────────────────┐  ┌─────────────────┐
│      District I       │  │     Jail III    │  │ Inspectional Services │
└──────────────────────┘  └─────────────────┘  └─────────────────┘

┌──────────────────────┐
│      District II      │
└──────────────────────┘

┌──────────────────────┐
│      District III     │
└──────────────────────┘

┌──────────────────────┐
│      District IV      │
└──────────────────────┘
```

Los Angeles County Sheriff's Department

```
                          ┌─────────────────┐
                          │     Sheriff     │
                          └────────┬────────┘
                                   │
                          ┌────────┴────────┐
                          │  Undersheriff   │
                          └────────┬────────┘
```

Assistant Sheriff		**Assistant Sheriff**
Detective Division	Leadership and Training Division	Administrative Services Division
Field Operations Region I		Correctional Services Division
Field Operations Region II		Court Services Division
Field Operations Region III		Custody Operations Division
Office of Homeland Security		Technical Services Division

Las Vegas Metropolitan Police Department

```
                    ┌─────────────────────────────┐
                    │      Office of the Sheriff    │
                    └─────────────────────────────┘
                                   │
                    ┌─────────────────────────────┐
                    │   Office of the Undersheriff  │
                    └─────────────────────────────┘
```

Law Enforcement Services (Assistant Sheriff)	Law Enforcement Operations (Assistant Sheriff)
Technical Services Division	Central Patrol Division
Human Resources Division	Valley Patrol Division
Professional Standards Division	Investigative Services Division
Detention Services Division*	Special Operations Division

* The Clark County Detention Center and the Laughlin Jail are statutorily mandated functions of the County operated by the Detention Services Division of the LVMPD. The County funds 100% of the costs of this function.

Maricopa County Sheriff's Office

```
                                 ┌──────────────┐
                                 │   Sheriff    │
                                 └──────────────┘
                                        │
┌──────────────┐         ┌──────────────────────────┐         ┌──────────────────────────┐
│ Chief Deputy │─────────│ Office of Public          │─────────│ Intergovernmental        │
│              │         │ Information               │         │ Liaison                  │
└──────────────┘         └──────────────────────────┘         └──────────────────────────┘
```

- Deputy Chief
Professional Standards Bureau
- Deputy Chief
Special Operations Bureau
- Director of Administration
Administration Command

- Deputy Chief
Criminal Investigations Bureau
- Deputy Chief
Criminal Intelligence Bureau
- Deputy Chief
Admnistration Management Bureau

- Deputy Chief
Patrol Bureau
- Deputy Chief
ICJIS Agency Analyst
- Deputy Chief
Financial Management Bureau

- Chief of Custody
Custody Command
- Deputy Chief
Technology Bureau

- Deputy Chief
Custody Operations Bureau

- Deputy Chief
Custody Support Bureau

- Deputy Chief
Custody Programs Bureau

New York City Police Department

Chief of Department

- Patrol Services Bureau
- Detective Bureau
- Support Services Bureau
- Transportation Bureau

- Criminal Justice Bureau
- Organized Crime Control Bureau
- Housing Bureau
- Personnel Bureau

- Training Bureau
- Internal Affairs Bureau

Orange County (FL) Sheriff's Office

```
                        ┌─────────────────┐
┌──────────────────┐    │                 │    ┌──────────────┐
│ Chief            │    │    Sheriff      │    │    Chief     │
│ Executive Services├────┤                 ├────┤              │
│ Division         │    └─────────────────┘    └──────────────┘
└──────────────────┘
```

- Chief Executive Services Division
  - Accreditation / Staff Inspection
  - Research & Development

- Sheriff

- Chief
  - Media Relations Section
  - Facilities Security Section

- Undersheriff
  - **Chief Deputy Community Policing Bureau**
    - Community Relations Division
      - Community Policing Section
      - Youth Services Section
      - CISD Team
    - Court Services Division
      - Civil / Criminal Process
      - Court Security
    - Fleet Management & Supply Division
    - Fiscal Management
  - **Chief Deputy Administrative Operations Bureau**
    - Legal Services
    - Professional Standards Division
    - Support Services Division
      - Training
      - Communications
      - IMS
      - Records & Identification
    - Human Resources Division
    - Government Affairs Section
  - **Chief Deputy Law Enforcement Operations Bureau**
    - Intelligence Division
    - Criminal Investigations Division
    - Homeland Security Division
    - Special Investigations Division
    - Uniform Patrol Division - West Side
    - Uniform Patrol Division - East Side

Orange County (FL) Corrections Department

```
                          ┌──────────────────┐
                          │ County Chairman  │──────────────┐
                          └──────────────────┘              │
                                   │                  ┌──────────────┐
                          ┌──────────────────┐        │   Sheriff    │
                          │Chief of Corrections│       └──────────────┘
                          └──────────────────┘
```

| Executive Assistant | | Chief's Legal Advisor |

| Public Information Officer | | Chief's Liaison |

| Operational Services | | Administrative Services | ⋯⋯ | Corrections Health Services |

Operational Services:

| In-Custody Security Management | In-Custody Support Services | | Professional Services Division |

- Main Detention Facility
- Other Facilities Video Visitation

- Adult Booking JAC Courthouse Transportation
- Classification Inmate Affairs Inmate Records Mgt.

- Internal Affairs
- Tech. Support Services Policy Accreditation Compliance Unit Training & Development

Administrative Services:

| HR & Fiscal Division | | Community Corrections Division |

- Fiscal Operations Inmate Fiscal Op. Commissary/Inmate Welfare
- Health Education

- Probation Central Intake Diversion & Pretrial Services
- Work Release Center Community Surveillance ACS

Inmate Programming Support

- Assistant Mgr. Vacant Programs Food Services Warehouse Supply Mailroom, Laundry & Uniforms

Orange County (CA) Sheriff's Department

```
                    ┌──────────────────┐
                    │  Sheriff-Coroner │
                    └──────────────────┘
```

| Assistant Sheriff Investigation, Communications & Court Operations Division | Assistant Sheriff Reserve Division | Assistant Sheriff Jail Operations Division | Assistant Sheriff Special Services Division | Assistant Sheriff Operations Division |

Investigation, Communications & Court Operations Division:
- Communications
- Coroner Division (Chief Deputy Coroner)
- Criminal Investigations
- Forensic Science Services
- Special Investigations
- Court Operations

Reserve Division:
- Reserve Bureau

Jail Operations Division:
- Central Jail Complex:
  -- Men's Jail
  -- Women's Jail
  -- Intake and Release Center
- James A. Musick Facility
- Theo Lacy Facility (TLF)
- Correctional Programs Unit

Special Services Division:
- Financial/Administrative Services
- Professional Standards Division
- Research & Development Division
- Support Services
- Training Division

Operations Division:
- Airport Operations
- Harbor Patrol Division
- North Operations Division
- South Operations
- West Operations
- Operations Support Division

Phoenix Police Department

```
                              ┌──────────────┐
                              │ Police Chief │
                              └──────┬───────┘
                              ┌──────────────────┐
                              │ Executive Officer │
                              │ Assistant Chief   │
                              └──────────────────┘
```

Assistant Chief Patrol Operations South Division	Assistant Chief Patrol Operations North Division	Assistant Chief Investigations Division		Assistant Chief Professional Standards Division	Assistant Chief Patrol Support Division	Assistant Chief Technical Services Division	Assistant Chief Management Services Division
Commander South Mountain Precinct	Commander Desert Horizon Precinct	Commander Violent Crimes Bureau	Commander City Manager Liaison	Commander Training Bureau	Commander Traffic Bureau	Administrator Computer Services Bureau	Commander Planning & Research Bureau
Commander Central City Precinct	Commander Squaw Peak Precinct	Commander Family Investigations Bureau	Lieutenant Office of Administration	Commander Professional Standards Bureau	Commander Airport Bureau	Administrator Records and Identification Bureau	Administrator Fiscal Management Bureau
Commander Maryvale Precinct	Commander Cactus Park Precinct	Commander Drug Enforcement Bureau	Commander Homeland Defense Team	Commander Arizona Law Enforcement Academy	Commander Tactical Support Bureau	Administrator Laboratory Services Bureau	Lieutenant Police Employment Services Bureau
Commander Duty	Commander Police Reserve Bureau Reserve	Commander Organized Crime Bureau	Commander Public Affairs Bureau	Director Legal Support Division	Commander Community and Patrol Services Bureau	Commander Communications Bureau	Commander Phoenix Transit
		Commander Property Crimes Bureau	Lieutenant Strategic Management Team	Lieutenant Administrative		Commander Property Management Bureau	
			Labor Relations	Lieutenant Legal Unit			

San Diego County Sheriff's Department

```
                        ┌──────────┐
                        │ Sheriff  │
                        └────┬─────┘
```

Public Affairs Special Assistant	Intergovernmental/ Legislative Affairs Special Assistant	Legal Affairs Special Assistant	Senior Executive Assistant

```
                        ┌──────────────┐
                        │ Undersheriff │
                        └──────┬───────┘
```

Law Enforcement Services Bureau Assistant Sheriff	Detention Services Bureau Assistant Sheriff	Human Resource Services Bureau Assistant Sheriff	Management Services Bureau Executive Director

Court Services Bureau
Assistant Sheriff

Attachment K. Summary of Selected Facts from Peer Jurisdictions

	Elected or Appointed Head	Combined?	Career Paths	Personnel	Operating Budget ($M)	Service Population / Avg. Daily Inmate Population
Broward County Sheriff's Office	Elected Sheriff	Yes	Separate	Total: 5,947 Sworn: 3,667 Non-Sworn: 2,280	$512.1	• 1.6 million residents • 4,600 inmates
Charlotte / Mecklenburg Police Department	N/A	No	Separate	N/A	N/A	• 737,000 residents • N/A inmates
Hillsborough County Sheriff's Office	Elected Sheriff	Yes	Separate	Total: 3,471 Sworn: 2,161 Non-Sworn: 1,310	$264.3	• 1.05 million residents • 3,948 inmates
Las Vegas Metropolitan Police Department (Clark County)	Elected Sheriff	Yes	Separate	Total: 4,253 Sworn: 2,806 Non-Sworn: 1,477	Police: $351.8 Detention: $120	• 1.6 million • 2,900 inmates
Los Angeles Sheriff's Department	Elected Sheriff	Yes	Integrated	Total: 15,558 Sworn: 8,745 Non-Sworn: 6,813	$1,663.9	• 2.6 million • 19,000+ inmates
Maricopa County Sheriff's Office	Elected Sheriff	Yes	Separate	Total: 2,759 Sworn: 2,123 Non-Sworn: 636	$161	• 3.29 million residents • 9,071 inmates
New York City Police Department	Appointed Police Chief	No	Separate	Total: 50,388 Sworn: 36,799 Non-Sworn: 13,589	N/A	• 9.1 million • N/A inmates
Orange County (CA) Sheriff's Department	Elected Sheriff	Yes	Integrated	Total: 4,000 Sworn: 1,900 Non-Sworn: 1,200	$500	• 2.8 million residents • 6,000 inmates
Orange County (FL) Corrections Department	Appointed Director	No	Separate	Total: 1.667	$ 143.1	• N/A residents • 8,000+ inmates
Orange County (FL) Sheriff's Department	Elected Sheriff	No	Separate	Total: 1,907	$149.1	• 983,000 residents • 8,000+ inmates
Phoenix Police Department	Appointed Police Chief	No	Separate	Total: 3,860 Sworn: 2,821 Non-Sworn: 1,039	$349	• 1.25 million residents • N/A inmates

Analysis of Potential Merger of MDPD and MDCR

San Diego County Sheriff's Department	Elected Sheriff	Yes	Separate	Total: 4,041 Sworn: 2,153	$442.9	• 800,000 residents • 4,900+ inmates
Miami-Dade County Police Department	Appointed Director	No	Separate	Total: 4,285 Sworn: 2,921 Non-Sworn: 1,364	$456.2	• 1.6 million UMSA / 2.3 million countywide residents[7]
Miami-Dade County Department of Corrections & Rehabilitation	Appointed Director	No	Separate	Total: 2,537 Sworn: 1,918 Non-Sworn: 619	$209.9	• 2.3 million residents • 6,297 inmates

---

[7] Miami-Dade County Police Department provides police services to unincorporated areas and contracts with municipalities for specialized services Countywide.

Attachment L. Examples of Different Types of Public Safety Reorganizations

- *Consolidation of Operational and Administrative Functions*
  In 1993, the Mecklenburg County Sheriff's Office merged its police functions with the City of Charlotte Police and created the Charlotte/Mecklenburg Police Department, headed by the Chief of Police. The distribution of law enforcement costs between taxpayers in the city of Charlotte and in unincorporated areas of Mecklenburg County was an important factor in the merger discussions. It should be noted, however, that the Charlotte/Mecklenburg police merger arose out of a larger initiative undertaken in that jurisdiction to examine and rationalize the provision of city and county services in order to avoid unnecessary duplication and maximize service delivery. The "merger" of the city and county patrol functions resulted in the de facto "de-merger" of the county police and corrections functions, since the Sheriff of Mecklenburg County manages the corrections functions and performs sheriff services such as inmate transfers and service of warrants.

- *Consolidation of Administrative Functions Only*
  In 2003, the Broward County Fire Department merged into the Broward Sheriff's Office. The administrative support services previously provided by Broward County to the Fire Department were taken over by the Administrative Division within the Broward Sheriff's Office. Many of the administrative services that had previously been performed in-house in the Fire Department were folded into the existing infrastructure of the Sheriff's Office. The fact that the headquarters of both the Broward Sheriff's Office and the Fire Department had been located in the same building prior to the merger greatly facilitated the transition.

- *Deconsolidation of Police and Corrections Functions*
  One important factor in Orange County, Florida's decision to move the corrections function out of the Sheriff's office and operate it as county department had to do with a difference in vision with regard to the operation of corrections. In the late 1980s, Orange County faced the need to make significant investments in jail infrastructure to house a fast-growing inmate population. The Sheriff at the time was a proponent of traditional (first generation) facilities. The Board of Commissioners wanted to move towards a more progressive and less costly direct supervision design[8] (third generation) for some of its facilities. Thus, shifting the responsibility for the Corrections function to the county was a good outcome for both the Sheriff's office and Orange County. The two entities continued to work well together, just under different direct leadership.

---

[8] A direct supervision facility typically has an architectural design that permits direct contact between staff and inmates without physical barriers such as bars, glass or doors. Often, inmate cells open onto a large all-purpose common area staffed by correctional officers. Inmates can move freely between their cells and the common area during the day.

Attachment M. Trends in Public Safety Reorganizations

Based on telephone surveys with experts and peer jurisdictions as well as our own research, OSBM/PI noted the following trends in public safety reorganizations:

- *County/Metropolitan police organizations absorbing smaller municipal police departments* - This trend was noted in several jurisdictions contacted and is increasingly common, especially in jurisdictions with a high rate of population growth. Cost savings due to economies of scale and use of the larger jurisdiction's existing infrastructure are a common motivation for such mergers. In particular, savings related to insurance costs (health and otherwise) tended to be an important component.

- *County/Metropolitan public safety organizations providing contract services to smaller municipalities* - When new municipalities incorporate, some are opting to contract for police and/or fire services instead of establishing duplicate departments within their city. Many factors impact this decision including: savings from economies of scale and lack of resources within the newly established city management to address the complexities of mounting two public safety departments in a very compressed time frame. In addition, by contracting out for police and/or fire services, small municipalities are able to benefit from the capabilities and infrastructure of a larger organization.

- *In California, many Marshal's Offices merged with the Sheriff's offices in the same jurisdictions* - In San Diego, for example, the Marshal's Office merged with the Sheriff's Office in 2000. The operations previously conducted by the Marshal are now housed in the Court Services Bureau under an Assistant Sheriff. These include courtroom security and criminal and civil process service (such as subpoenas, evictions, restraining orders). Similar mergers have occurred in various other California counties.

- *The increase of specialized training programs for correctional officers* - Historically, most jurisdictions sent all recruits to the same academy. Over the last three decades, many jurisdictions have discontinued that practice in favor of sending law enforcement and corrections cadets to separate training programs that are more tightly focused on the specific skills and functions that each will perform on the job.

- *Separation of law enforcement and corrections functions* - Some counties have moved their Corrections operations out of the Sheriff's Office into a separate county department (more direct control of corrections functions). Orange and Volusia Counties in Florida as well as Santa Clara County in California have opted for such a change. During the course of this project, OSBM/PI did not uncover any instances where County corrections and police operations had merged.

Attachment N. Elements of Successful Public Safety Reorganizations

Personnel from jurisdictions having undergone public safety reorganizations and experts in the field cited a variety of elements contributing to a successful organizational change. This list is not intended to be illustrative, not exhaustive, but it nevertheless provides food for thought on some key issues. It is worth noting that the most cited factors were the first two listed below.

- *Strong leader at head of new organization* – Every agency that had undergone a public safety reorganization cited the importance of having a strong leader to negotiate the logistical and political complexities of planning, implementing and consolidating organizational change. Having a strong leader at the helm is clearly a necessary, though not a sufficient – condition for success.

- *Strong support from the leadership of both groups involved* – Though uniform consensus is probably not realistic, there appeared to be a significant degree of buy-in from the leaders of the organizations involved with regard to the desirability of the proposed change.

- *A win-win situation for the members of both groups involved* – In some jurisdictions, one aspect of facilitating a smooth transition involved identifying specific positive benefits for members of both organizations involved. For example, when the LVMPD was formed: "It was felt that the employees would be less adverse to a consolidation where each group stood to gain something. In this instance, the former City police officers gained the monetary benefits [salaries were increased to be on par with those in the Sheriff's office], while the Sheriff's employees gained a better system of protection under Civil Service."[9] In addition, police officers in both organizations were guaranteed that the best features of the benefits packages of the former city and county would be retained.

- *Union support* – The degree to which unions participated in the early reorganization discussions varied across jurisdictions, but it is clear that concurrence from the union(s) involved is a prerequisite to negotiation and executing a successful reorganization.

- *Similarity of operations and organizational culture* – Of the mergers identified, police to police mergers were the most common. With regard to a merger, the more similar the operations and organizational culture of the group involved, the easier it will be to make the transition to operating as a single organization. One concrete manifestation of this is the need to establish common policies and procedures to be applied across the new merged organization. The more that these resemble the policies and procedures of the predecessor entities, the easier it will be to implement the new processes. Some small police agencies were linked up to the telecommunications infrastructure of the large metropolitan police department or the sheriff's office in their jurisdiction or making use of other specialized services such as criminalistics or special investigative units long before the idea of a merger was conceived. This can make for an even smoother transition to the new structure.

- *Extensive pre-planning and communication to impacted employees* – It is common for reorganization discussions and negotiations to take place over a period of many months and

---

[9] Source: Las Vegas Metropolitan Police Department website.

for a working group comprised of individuals from all entities involved to try to foresee and address all of the issues that are likely to arise in the course of the reorganization. Foremost among these, of course, is the issue of personnel. Multiple jurisdictions cited the importance of keeping impacted personnel informed about the reorganization process and being proactive in addressing their concerns.

- *Ability to successfully address citizens' concerns about the quality/level of service under the new organizational structure* – Citizens will want to know that they will continue to get the same (or better) quality of public safety services. Typical measures of this would include the visibility of patrol cars in the street, maintaining or improving response times and in the end, less crime. This appears to be a particularly important factor when a small municipality is merging their police department with a larger metropolitan police department or sheriff's office.

- *Ability to achieve significant savings from consolidation of duplicative support functions and economies of scale in procurement* – Some mergers, like the one that resulted in the formation of the LVMPD, actually caused short-run increases in costs, but eventually resulted in savings over time. In cases like Broward County's merger of the Fire Department with the Sheriff's office, certain of the administrative support function previously performed by Broward county government departments were taken over by the support infrastructure of the Sheriff's Office. It is therefore difficult to determine the net effect for the county. In the case of the Charlotte/Mecklenburg police merger, combining the two departments permitted the consolidation of support services and resulted in more cost-effective delivery of law enforcement services. In cases where one police agency merges with a much larger agency, the officers of the smaller agency are able to benefit from the support infrastructure of the larger organization as well as lower health and life insurance costs.

- *Advance agreement on funding formula and monitoring scheme* - In jurisdictions where funding for a reorganized department would come from multiple sources, it was essential to develop an equitable and workable formula for determining how operations would be funded and to make provisions for the ongoing monitoring of expenditures. For example, the LVMPD devised a formula based on population, number of calls for service and number of felony crimes to determine the contributions of the city and the county.[10] In addition, a Fiscal Affairs Committee, comprised of two members of the Las Vegas City Council, two Clark County Commissioners and an additional member selected from the general public, was created to oversee all financial mattes of the combined department.

---

[10] There are a few agreed-upon exceptions to this formula – Clark County funds 100 percent of the costs of the Detentions function and of rural officers that live and work in small outlying communities within the County.

Attachment O. Fifteen Largest Sheriff's Offices, June 2000*

Rank**	Jurisdiction	State	Full-time sworn personnel
1	Los Angeles County	CA	8,438
2	Cook County**	IL	5,768
3	Harris County	TX	2,584
4	Orange County	CA	1,770
5	San Diego County	CA	1,553
6	San Bernardino County	CA	1,421
7	Sacramento County	CA	1,372
8	Broward County	FL	1,310
9	Riverside County	FL	1,286
10	Orange County	FL	1,211
11	Palm Beach County	FL	1,074
12	Hillsborough County	FL	1,030
13	Alameda County	CA	909
14	Nassau	CA	899
15	Pinellas	FL	860

Source: *Census of State and Local Law Enforcement Agencies, 2000*.

*The Census is conducted every four years. 2000 is the latest available data.

**Cook County data is estimated based on prior year's responses.

Attachment P. Comparison of Select MDPD and MDCR Classifications as of June 3, 2004

	Miami-Dade Police					Title	Miami-Dade Corrections & Rehabilitation					
Bottom of Grade Range	Top of Grade Range	Grade	Actual # of Positions as of 06.03.04	Occupational Code	Sworn / Non-Sworn		Sworn / Non Sworn	Occupational Code	Actual # of Positions as of 06.03.04	Grade	Bottom of Grade Range	Top of Grade Range
$125,120	$204,586	16	1	4698	S/NS	Director	S/NS	4698	1	14	$115,319	$188,559
N/A	N/A	14	1	9602	S/NS	Deputy Director	S/NS	9611	1	12	$99,099	$160,291
$99,099	$160,291	12	3	4290	S/NS	Assistant Director	S/NS	9677	3	10	$85,319	$136,040
$79,234	$125,429	9	8	4287	S	Division Chief	S/NS	9606	4	8	$73,836	$116,081
$68,668	$107,240	7	4	4264	S/NS	Senior Bureau Commander						
$68,668	$107,240	7	29	4205	S	Major						
$63,961	$99,157	6	6	4263	S/NS	Bureau Commander	S/NS	9641	12	6	$63,961	$99,157
$63,163	$91,168	*	41	4204	S	Captain	S	4506	9	6	$63,961	$99,157
$52,348	$76,203	*	166	4203	S	Lieutenant	S	4505	46	*	$52,162	$75,934
$43,480	$65,567	*	510	4202	S	Sergeant	S	4504	122	*	$43,480	$65,567
						Corporal	S	4503	204	*	$32,514	$56,584
$32,514	$56,584	*	2,299	4201	S	Officer	S	4502	1,542	*	$27,031	$46,980

* These positions are based on steps and not grades.

Source: Employee Relations Department

Attachment Q. Selected References

Documents

"Addressing Correctional Officer Stress." <u>National Institute of Justice</u>, December 2000.

"Budget Guide for Jail Administrators: Developing the Budget." <u>National Institute of Corrections,</u> September 2002.

"Census of Jails, 1999." <u>Bureau of Justice Statistics</u>, August 2001.

"Census of State and Local Law Enforcement Agencies, 2000." <u>Bureau of Justice Statistics</u>, October 2002.

"Collaboration: An Essential Strategy." <u>National Institute of Corrections</u>, 2001.

"Evolution of Decision-making Among Prison Executives 1975-2000", <u>Policies, Processes, and Decisions of the Criminal Justice System</u>, 2000.

"Factors that Influence the Public Opinion of the Police." <u>National Institute of Justice Research for Practice</u>, June 2003.

"IACP Police Facility Planning Guidelines: A Desk Reference for Law Enforcement Executives." <u>Bureau of Justice Assistance</u>.

"ICJIS Strategic Plan Executive Plan." <u>Orange County Government, Florida</u>, June 2000.

"Innovative Community Partnerships: Working Together for a Change." <u>Office of Juvenile Justice and Delinquency Prevention</u>, May 1994.

"Law Enforcement Management and Administrative Statistics, 1999: Data for Individual State and Local Agencies with 100 or More Officers." <u>Bureau of Justice Statistics</u>, November 2000.

"Law Enforcement, Corrections, and Forensic Technologies." <u>National Institute of Justice</u>, May 2001.

"Law Enforcement Management and Administrative Statistics, 2000: Data for Individual State and Local Agencies with 100 or More Officers." <u>Bureau of Justice Statistics</u>, April 2004.

"Legal Issues in Police-Corrections Partnerships." <u>Project Spotlight</u>, February 2001.

"Local Police Departments 2000." <u>Bureau of Justice Statistics</u>, January 2003.

"NIL Survey of Jail Administrators." <u>National Institute of Justice Update</u>, May 1995.

"The Orange County, Florida, Jail Educational and Vocational Programs." <u>National Institute of Justice</u>, December 1997.

"Police-Corrections Partnerships." <u>National Institute of Justice Issues and Practices</u>, March 1999.

"Prison and Jail Inmates at Midyear 2002." <u>Bureau of Justice Statistics,</u> April 2003.

"Public Safety Departments: Combining the Police and Fire Functions." <u>International City Management Association</u>, July 1976.

"Review and Assessment Deliverable #2." <u>Orange County Government, Florida</u>, December 1999.

"Staffing Analysis: Workbook for Jails." <u>National Institute of Corrections</u>, March 2003.

"Study of Police and Fire Department Integration in Selected Cities of North America, A." <u>Bureau of Governmental Affairs</u>, January 1973.

"Update: Public Safety Departments – Combining the Police and Fire Functions." <u>International City Management Association</u>, December 1982.

"Why Can't We Talk?: Working Together to Bridge the Gap to Save Lives." <u>National Task Force on Interoperability</u>, February 2003.

"Work Plan and Content Abstract Deliverable #1." <u>Orange County Government, Florida</u>, August 1999.

Related Websites

American Correctional Association. <http://www.aca.org/>

Cleveland State University Public Safety Management.
<http://www.csuohio.edu/undergradcatalog/urb/programs/pubsaf.htm/>

Florida Corrections Accreditation Commission. <http://www.fcac.cc/>

Florida Department of Corrections. <http://www.dc.state.fl.us/>

Florida Department of Law Enforcement. <http://www.fdle.state.fl.us/>

Franklin University Public Safety Management. <http://www.frranklin.edu/programs/psmt/>

International Association of Chiefs of Police. <http://www.theiacp.org/>

Justice Research and Statistics Association. <http://www.jrsa.org/>

Justice Technology Information Network. <http://www.nlectc.org/>

Law Enforcement Innovation Center. <http://www.leic.tenessee.edu/>

National Criminal Justice Reference Service. <http://virlib.ncjrs.org/Corrections/>

Northwestern University Center for Public Safety. <http://server.traffic.northwestern.edu/>

Websites for Organizations in Peer Jurisdictions

Broward County Sheriff. <http://www.sheriff.org/>

Broward County, FL. <http://www.broward.org/>

Las Vegas Metropolitan Police Department. <http://www.lvmpd.com/>

Las Vegas/Clark County Government. <http://www.co.clark.nv.us/>

Los Angeles County Sheriff's Department. <http://lasd.org/>

Los Angeles County Government. <http://lacounty.info/>

Orange County, CA Sheriff's Department. <http://www.ocsd.org/>

Orange County, CA Government. <http://www.oc.ca.gov/>

Orange County, FL Sheriff's Office. <http://www.ocso.com/>

Orange County Government of Florida. <http://www.orangecountyfl.net/>

Osceola County. <http://www.osceola.org>

Palm Beach County Sheriff's Office. <http://www.pbso.org/>

San Diego County Sheriff's Department. <http://www.sdsheriff.net/home/>

San Diego, County of. http://www.co.san-diego.ca.us/

Volusia County. <http://volusia.org/>